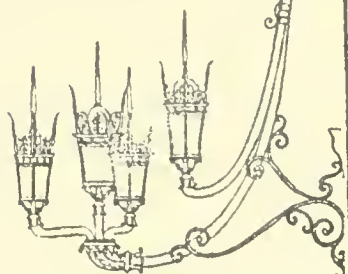


GOV DO

BRA

187

BOSTON
PUBLIC
LIBRARY



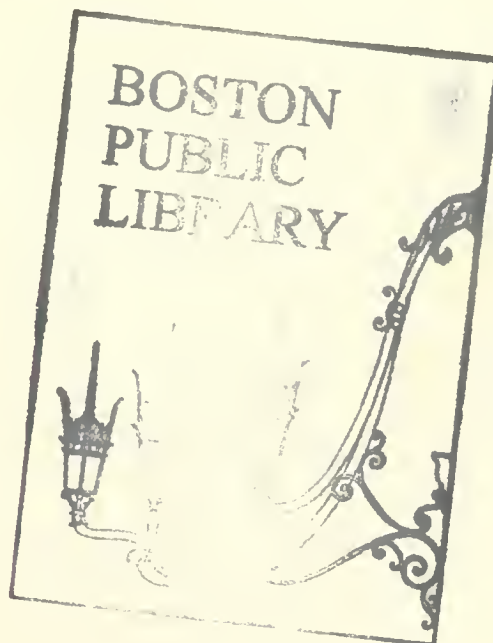
GOVDOC

BRA
187

501 16-534

BIND

A PROPOSAL FOR THE
DORCHESTER COMPREHENSIVE COMMUNITY DEVELOPMENT PROJECT
of the
Dorchester Community Coordinating Team
Submitted by the
Dorchester Area Planning Action Council



July 1972



FORWARD

The Dorchester Community Coordinating Team and the Dorchester APAC are beginning to plan for the comprehensive community development of Dorchester. Recognizing that this is an enormous task, and with few resources to begin such an extensive planning and development project, coordinated with City, State, Federal and private agencies, the APAC has prepared the following proposal speaking to the problems and needs of but one section of the entire target area. This project area is a microcosm of the entire 14 square mile area with its population of some 168,000 persons, is one of the sections of Dorchester in most need of community development, and demonstrates that full scale renewal activities are not necessary to stabilize, rehabilitate and rejuvenate the area. The community seeks to mobilize new and existing resources for a concentrated community development effort, eliminating present artificial barriers imposed by the happenstance of federal funding, and speaking to the multiple, yet interrelated needs of the residents of Dorchester. The focus will be multifaceted, with the emphasis on community development in its broadest sense, especially its social aspects, in contrast to past urban renewal projects which focused solely upon narrow physical renewal.

What follows has been developed at the direction of the community, who will participate in the continuing planning and decision-making. These people have been instrumental in the past several years in bringing in to Dorchester new resources over which they, the community, exercises control. Efforts will be made to bring into this process additional groups and persons desirous of participating in solving the problems of their own community.

This document is intended only as a preliminary plan, describing the problems, needs and approaches to solutions as envisioned by the community, but does not at this time define explicit priorities or a strategy to solve the problems. This document was developed by the Dorchester APAC and the Dorchester Community Coordinating Team with technical assistance given by ABCD's Program Development Department, ABCD's Planning and Evaluation Department, Project BUILD, and the BRA's District Planning Program. Their continuing assistance and that of other public and private agencies will be a necessary and integral part of this community development effort.

TABLE OF CONTENTS

	<u>Page</u>
I. Introduction	1
II. Statistical Characteristics	3
A. Social Characteristics	3
1. Population	4
2. Income	7
B. Physical Characteristics	8
1. Land Use and Zoning	8
a. Existing Land Use	8
(1) Commercial Activity	8
(2) Industrial Activity	9
(3) Institutions	10
(4) Open Space	10
(5) Land Devoted to Transportation	10
(6) Residential	10
b. Zoning	10
2. Housing and Building Conditions	11
a. Number of Units	12
b. Presence of Sanitary Facilities	12
c. Building Conditions	13
d. Tenure	14
e. Unit Size	15
f. Trends in Community Size	15
g. Family Housing Need	16
h. Age of Housing	17
i. Public Housing	19
j. Rents	19
k. Value of Owner Occupied Units	19
3. Industrial and Commercial Areas	20
a. Commercial Areas	20
b. Industrial Areas	21
4. Transportation	21
a. Existing Street System	21
b. Public Transportation	22
c. Railroad	23
5. External Influences	23
6. Community Facilities	24
a. Schools	25
b. Parks and Recreation	28
c. Health Facilities	31
d. Other Community Facilities	33
III. Community Responses to Needs of Dorchester	34
IV. Responses By the Public Sector	40
V. Program Objectives	49
Appendix I	67
Appendix II	68

LIST OF MAPS

- Map 1: Dorchester in 1883
- Map 2: Location of Dorchester Comprehensive Community Development Project Area
- Map 3: Neighborhood Areas
- Map 4: Existing Land Use
- Map 5: Existing Zoning
- Map 6: Building Conditions as of 1968
- Map 7: Retail Centers
- Map 8: Existing Street System
- Map 9: Circulation Problem Areas
- Map 10: Public Transportation
- Map 11: External Influences
- Map 12: Public Schools
- Map 13: Neighborhood Recreation Facilities
- Map 14: Community Park and Recreation Facilities
- Map 15: Health Facilities
- Map 16: Other Community Facilities
- Map 17: Dorchester Comprehensive Community Development Project Area in Relation to Dorchester APAC Service Area
- Map 18: Dorchester Comprehensive Community Development Project Area in Relation to Model Cities Subareas 5 and 6
- Map 19: Proposed Norwell Street Project in Relation to Dorchester Comprehensive Community Development Project Area
- Map 20: Dorchester Comprehensive Community Development Project Area in Relation to BRA Planning Districts

Map 21: Mt. Bowdoin and Fields Corner Community
Improvement Program (CIP) Areas in Relation
to Dorchester Comprehensive Community
Development Project Area

Map 22: Service Gaps in Dorchester Comprehensive
Community Development Project Area

Map 23: Dorchester Comprehensive Community
Development Project Area in Relation
to Current Little City Hall Service Areas

Map 24: Dorchester Comprehensive Community Development
Project Area in Relation to Proposed Franklin
Field Little City Hall Service Area

LIST OF TABLES

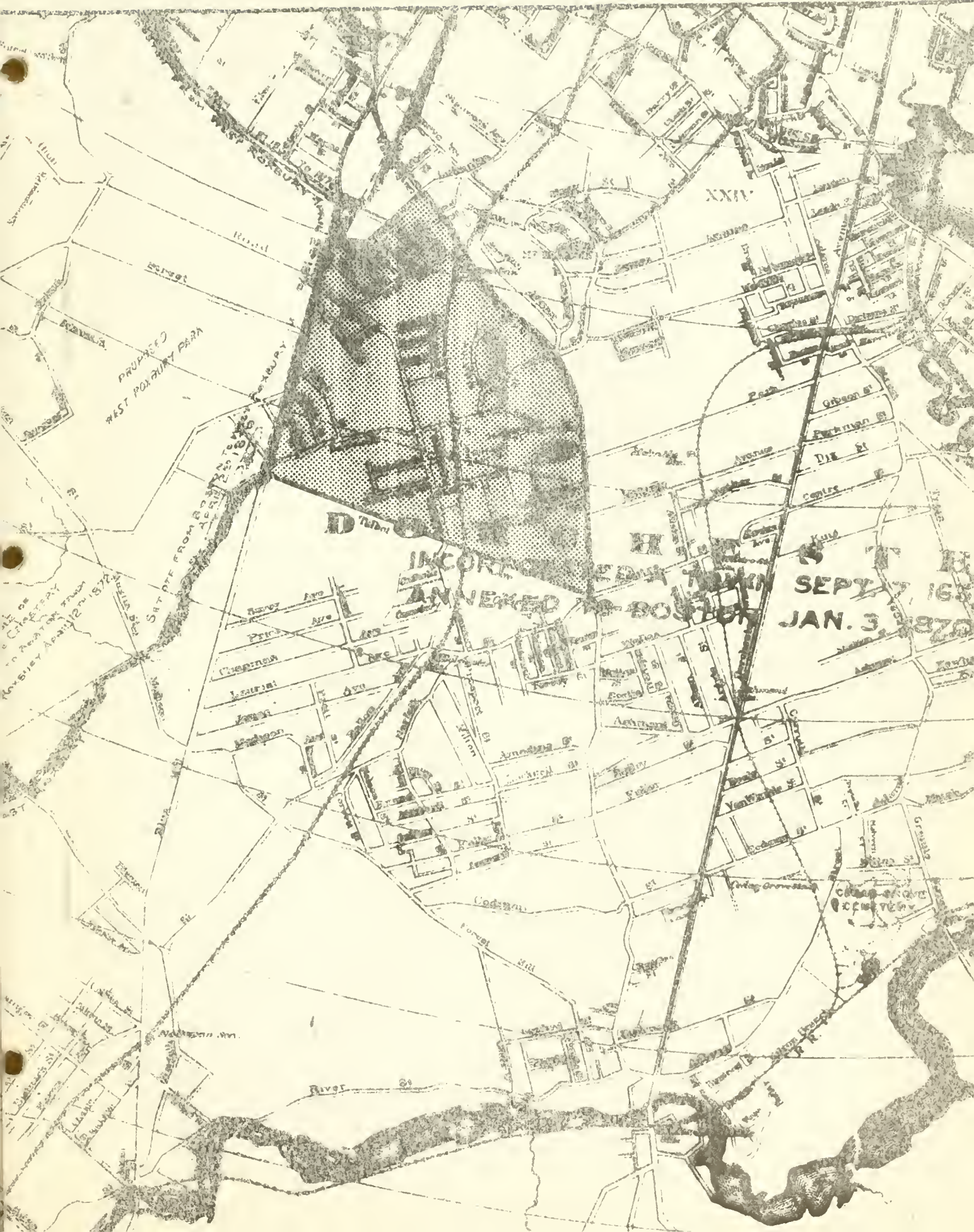
	<u>Page</u>
Table 1: Changes in Population, 1960 - 1970	5
Table 2: Racial Composition, 1960 - 1970	5
Table 3: Age of the Population, 1970	5
Table 4: Median Income	7
Table 5: Persons Below Poverty Level	7
Table 6: Land Use	9
Table 7: Number of Units, 1960 - 1970	12
Table 8: Units Lacking One or More Plumbing Facilities 1970	13
Table 9: Tenure	14
Table 10: Size of Units	15
Table 11: Trend in Family Size	16
Table 12: Overcrowding	17
Table 13: Age of Housing	18
Table 14: Housing Under Construction and Rehabilitation	18
Table 15: Contract Rent of Rental Units, 1970	19
Table 16: Value of Owner - Occupied Units, 1960 - 1970	20
Table 17: Public School Enrollment, 1968 - 1971	25
Table 18: Public School Capacity	27
Table 19: Public Open Space	30

I. INTRODUCTION

When Dorchester was founded as an independent town in 1630, settlement was mainly of a rural nature, its gentle slopes providing suitable farmland around which small community centers grew up. As Dorchester grew, these rural community centers proliferated and flourished. The advent of the streetcar, linking Dorchester to Boston, increased accessibility to the city and so transformed Dorchester into a "street car suburb" by 1870 when Dorchester was annexed to Boston.

During the 1870's, great numbers of middle income families moved to Dorchester. As shown in Map 1, the former farms offered large tracts of land which were rapidly subdivided. The appearance of crosstown street car lines, connecting Dorchester to Roxbury and points further west, provided the impetus for additional residential development. This new housing mainly took the form of "three deckers" (three story frame apartments) with some single and multiple unit structures, constructed on available vacant land, often distant from the original streetcar lines. In comparison to neighboring lower middle class and lower class districts, buildings in this section of Dorchester had more space, moderate rents and little grass plots. This building boom continued into the very early 20th century and exhausted itself when most of the developable vacant land had been utilized.

Today, Dorchester is composed of older residential neighborhoods, there having been little recent construction of new housing and very little movement of industry into the area, although small commercial establishments exist along major thoroughfares (former street car lines) and in the old community centers - pri-

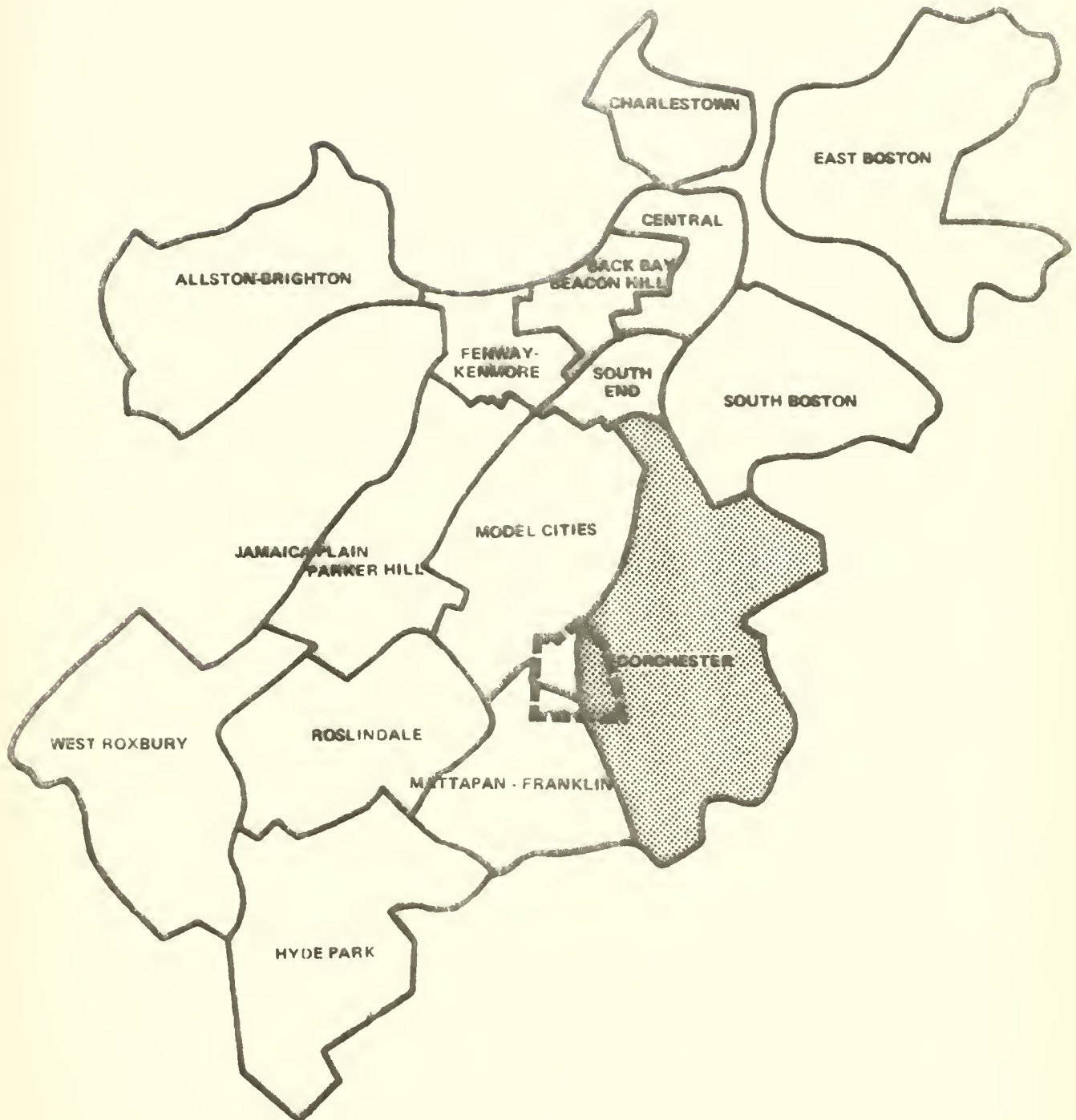


marily the major squares.

The area of Dorchester to be included in this community development project is very typical of the rest of Dorchester, and is bounded by Talbot Avenue on the south, Blue Hill Avenue and Columbia Road on the West, and Washington Street on the North and East (see Map 2) and covers approximately 0.75 square miles. The housing stock is old and much in need of major and minor repairs, but is primarily owner occupied, rather than owned by absentee landlords. The commercial establishments are in similar need of rejuvenation. Older neighborhood commercial facilities have found it difficult to compete with newer automobile - oriented shopping centers. There is scattered low grade small industry which, along with the Penn Central Railroad tracks running through the middle of the area, cast a blighting influence on the neighborhood. These industrial uses consist primarily of marginal industries or auto body shops. City services are poor, and inadequate for the needs of residents. Schools are obsolete; park and recreation space is minimal and is in need of extensive rehabilitation.

Thus the entire area can be seen, as stated by the Boston Redevelopment Authority in its 1969 report on Dorchester, as "presently in a state of decline, and it is evident that steps will need to be taken if its quality as a stable, residential community is to be preserved". (p. 21) The residents are aware of the decline of their neighborhood, and have joined together in seeking ways to arrest this decline, before it is too late to rehabilitate buildings and larger scale demolition and new construction become the only alternatives. These latter alter-

Map 2. Location of Dorchester Comprehensive Community Development Project Area



■■■ O.C.C.D.P. AREA

natives are viewed by the community as totally unacceptable and undesirable. They want to preserve and stabilize their neighborhood, to assist property owners in fixing up their property, to prevent abandonment and the influx of absentee landlords. This is their neighborhood; together they have identified the problems, their needs, and the kinds of solutions that can rejuvenate the area to make it into a neighborhood in which they can take pride and live in comfort and safety. What follows is a description of the area, a discussion of the problems, community efforts to date, responses by the public sector to date, and the community's objectives translated into broad programmatic concepts.

II. STATISTICAL CHARACTERISTICS

A. Social Characteristics

When streetcar service was extended into central Dorchester from downtown Boston in the 1870's and 1880's, the old farming district soon became a middle-income suburb of Boston. Within this district sprung up a section of houses within a narrow price range. The area maintained its stability through the 1940's, and its gradual deterioration to that time was the result of the passage of generations rather than the sudden exodus of an ethnic or income group.

Central Dorchester was overwhelmingly the place of the single, double and triple houses of the central segment of the middle class. In comparison to those living in the neighboring lower-middle class districts of lower Roxbury and South Boston, families of this section had more space, moderate rents and even small grass plots. The informal regulation of building types contributed to the homogene-

ity of the area.

1. Population

The first major social change in the project area was the large-scale turnover in the racial composition of the population between 1960 and 1970. Although the total population declined only slightly from 23,660 in 1960, to 22,905 in 1970, the proportion of whites declined from 92 per cent of the total to 20 per cent. This shift was accompanied by an increase in family size and a decrease in the age of the population.

In 1970, 45 per cent of the population was under 20, compared to 32 per cent in the City as a whole. Only six per cent were over 65, compared to 13 per cent in the City, and only 19 per cent were over 45, compared to 33 per cent in the City. The average household size was 3.20 persons, compared to 3.31 persons for all of Dorchester and 2.76 persons in the City as a whole. Twenty-six per cent of the households were headed by a woman, compared to 15 per cent in the City as a whole.

TABLE 1: Changes in Population, 1960 - 1970

<u>Population</u>	<u>Subareas *</u>		<u>Area Total</u>
	<u>Model</u>	<u>Cities Mt. Bowdoin</u>	
1960	14,607	9,053	23,660
1970	13,866	9,039	22,905
Percent change, 1960 - 1970	-5%	-1%	-3%

TABLE 2: Racial Composition, 1960 - 1970

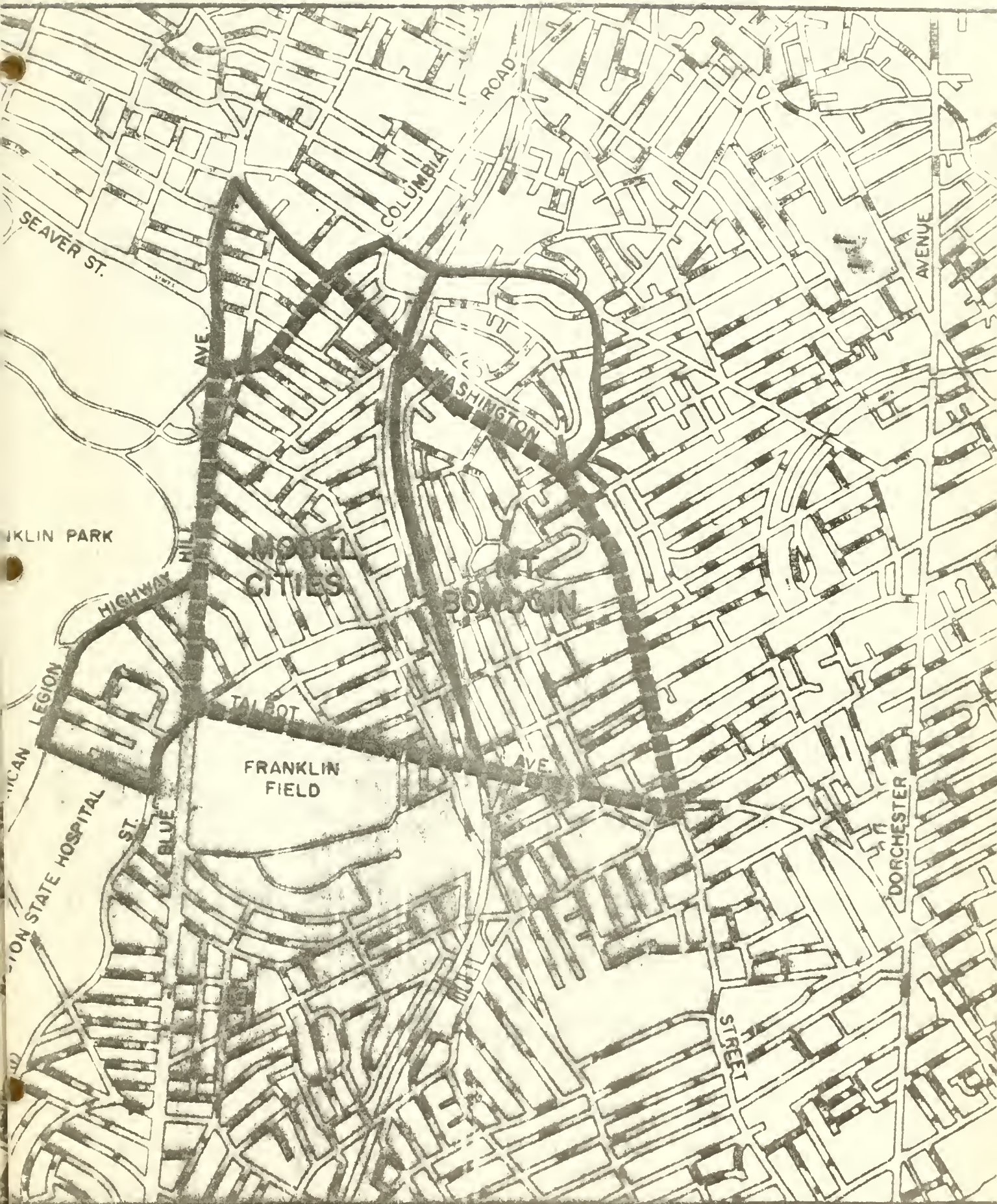
<u>Proportion of Whites</u>	<u>Subareas</u>		<u>Area Total</u>
	<u>Model</u>	<u>Cities Mt. Bowdoin</u>	
1960	87%	99%	92%
1970	9%	38%	20%

TABLE 3: Age of the Population, 1970

<u>Age</u>	<u>Subarea</u>		<u>Area</u>	<u>City of Boston</u>
	<u>Model</u>	<u>Cities Mt. Bowdoin</u>	<u>Total</u>	
Under 20	47%	47%	45%	32%
20 - 24	9	8	9	12
25 - 44	26	24	27	23
45 - 64	13	14	13	20
Over 65	5	7	6	13
	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

Source: U. S. Census, 1960 - 1970

* See Map 3 for subarea boundaries



Note on Statistical Information

The statistical information on the target area is from the 1970 Census of Population and Housing. However, because of the late release of detailed data by the Census Bureau, it was not possible to adjust all figures to reflect the exact "target area". While the changes in area are small, the magnitude of the changes in key characteristics is substantial, as the table below indicates.

Population	<u>Cited in text</u> <u>Corrected</u>	
	22,905	16,661
% of Population Black	80	70
No. of dwelling units	7,176	5,453

These corrections result from the deletion of data for four portions of the "Mt. Bowdoin" and "Model Cities" areas indicated on Map 3 that are outside the target area.

The major effect of these corrections is that key socio-economic characteristics of the target area are altered. Thus, because of the relatively large family size, incomes per capita, \$1,822 is 17% lower than for Boston as a whole, \$2,145. Even though rents are lower than for the city as a whole, and apartments larger, about 45% of renters pay more than 25% of income for housing (25% pay more than 35%!) and crowding is more severe. Given the age of the housing stock, its occupancy by large, young families almost assures increased wear on already dilapidated units. Since no accurate survey of residential building conditions has been made by the BRA or the Model City Administration since 1968, it is difficult to accurately gauge true conditions in the most dilapidated sections of the area.

2. Income:

Median incomes in the project area were slightly below that in the City as a whole in 1970. Medians for families and unrelated individuals combined ranged from \$4,971 in census tract 924 to \$6,693 in tract 923, an average of \$5,830 compared to a median of \$5,920 in the City.

TABLE 4: Median Incomes

	<u>Tracts</u> <u>901</u>	<u>919</u>	<u>923</u>	<u>924</u>	<u>Dor-</u> <u>chester</u>	<u>City</u> <u>of Boston</u>
Median incomes of families and individuals	\$5,957	\$6,166	\$6,693	\$4,971	\$6,947	\$5,920

Source: U. S. Census 1970

In the four census tracts making up the project area, 24.8 per cent of the families and unrelated individuals had incomes below the poverty level, compared to 17.6 per cent in all of Dorchester and 16.5 per cent in the City as a whole. In addition, seven per cent of the individuals in the four tracts received some income from welfare.

TABLE 5: Persons Below Poverty Level

	<u>Tracts</u> <u>901</u>	<u>919</u>	<u>923</u>	<u>924</u>	<u>Area Total</u>
Number of persons below poverty level:					
Persons in poor families	1220	1374	723	1836	5153
Unrelated individuals	88	118	75	253	534
<u>Total</u>	1308	1492	798	2089	5687
Persons below poverty level as a percent of all persons	<u>20.5%</u>	<u>28.6%</u>	<u>21.3%</u>	<u>27.9%</u>	<u>24.8%</u>

Source: U. S. Census 1970

Data from the 1970 U. S. Census on the education and employment of persons in the project area is presently unavailable.

B. Physical Characteristics

1. Land Use and Zoning

Land use in the project area is more strongly residential and commercial than in the City as a whole. The area contains a variety of residential and institutional areas as well as areas of industrial and commercial activity.

The proximity of incompatible uses is responsible for the deterioration of housing in several parts of the project area, particularly along the Penn Central Railroad tracks. The fact that more land has been developed and subsequently zoned for commercial uses that can be supported by the current market has led to the deterioration of some commercial areas and residential neighborhoods.

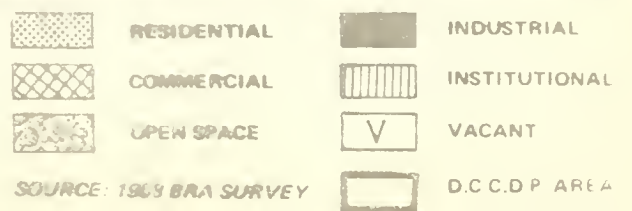
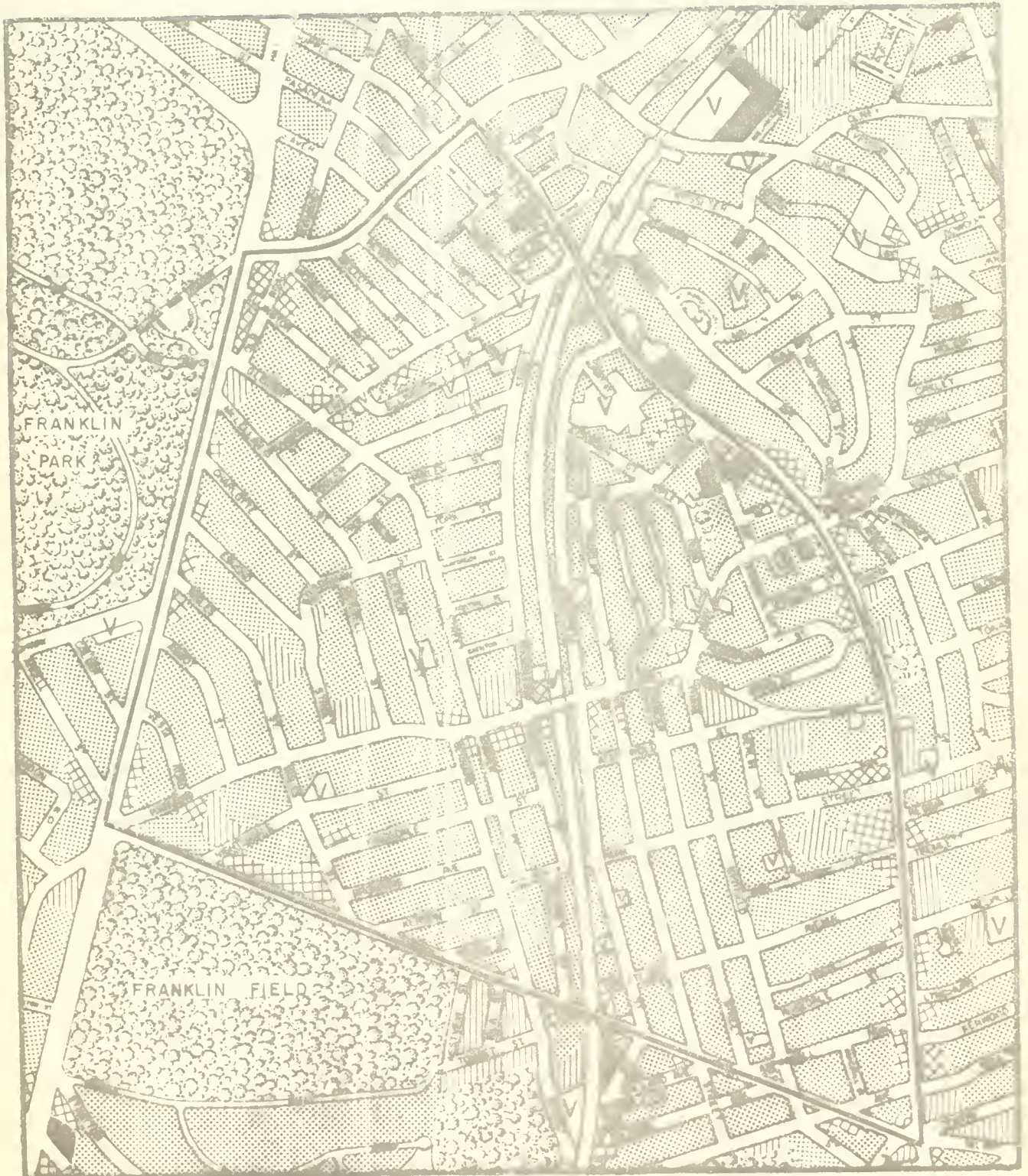
Some of these problems may be resolved simply through corrective changes in the zoning map while others may require redevelopment programs involving community effort and public support.

a. Existing Land Use (See Map 4)

(1) Commercial Activity

About 17.7 acres of land in the project area are devoted to commercial activity. This is proportionately more than in the City as a whole. For the most part these activities are located along transportation corridors and at major intersections, with concentrations of neighborhood stores at Blue Hill Avenue, Talbot Avenue, Washington Street and Codman Square. A newer shopping center, offering ample parking and discount merchandising, is

Map 4. Existing Land Use



located on Talbot Avenue. Offices serving the community are interspersed throughout the older commercial areas, usually on the second floors.

(2) Industrial Activity

While industrial activities occupy less land (only 4.0 acres) than any other major land use in the project area, these uses constitute 0.8% of the total industrial acreage in the City. They are concentrated almost entirely along the Penn Central Railroad right of way, and are often located adjacent to businesses and residences, creating an incompatible mixture of land uses.

TABLE 6: Land Use

Land Use Category	<u>Project Area</u>		<u>Boston</u>	
	Acres	Percent	Acres	Percent
Residential	240.8	52.2%	9,400	29%
Transportation Roads/Parking	164.7	35.7%	8,550	26%
Institutional	21.2	4.6%	6,600	20%
Open Space	1.4	0.3%	4,380	13%
Commercial	17.7	3.8%	2,230	7%
Industrial	4.0	0.8%	1,500	5%
Vacant	12.1	2.6%		
Total	461.9	100%	32,660	100%

Source: BRPP: Comprehensive Land Use Inventory, 1963.
(unpublished data)

(3) Institutions

Institutions, such as schools, public facilities, and public agencies, take up 21.2 acres of land in the project area.

(4) Open Space

With 1.4 acres or 13 per cent of its land devoted to public open space, the project area has proportionately less open space than the City as a whole. Although the project area abuts on Franklin Park (407 acres) and Franklin Field (45 acres), the area's ranking with respect to neighborhood parks and playgrounds is substantially below the norm for the City.

(5) Land Devoted to Transportation

As in the City as a whole, more than one fourth of the land in the project area is consumed by streets, parking lots, and other transportation uses. The Penn Central Railroad tracks form a barrier between the Mt. Bowdoin and the Model City sections of the project area.

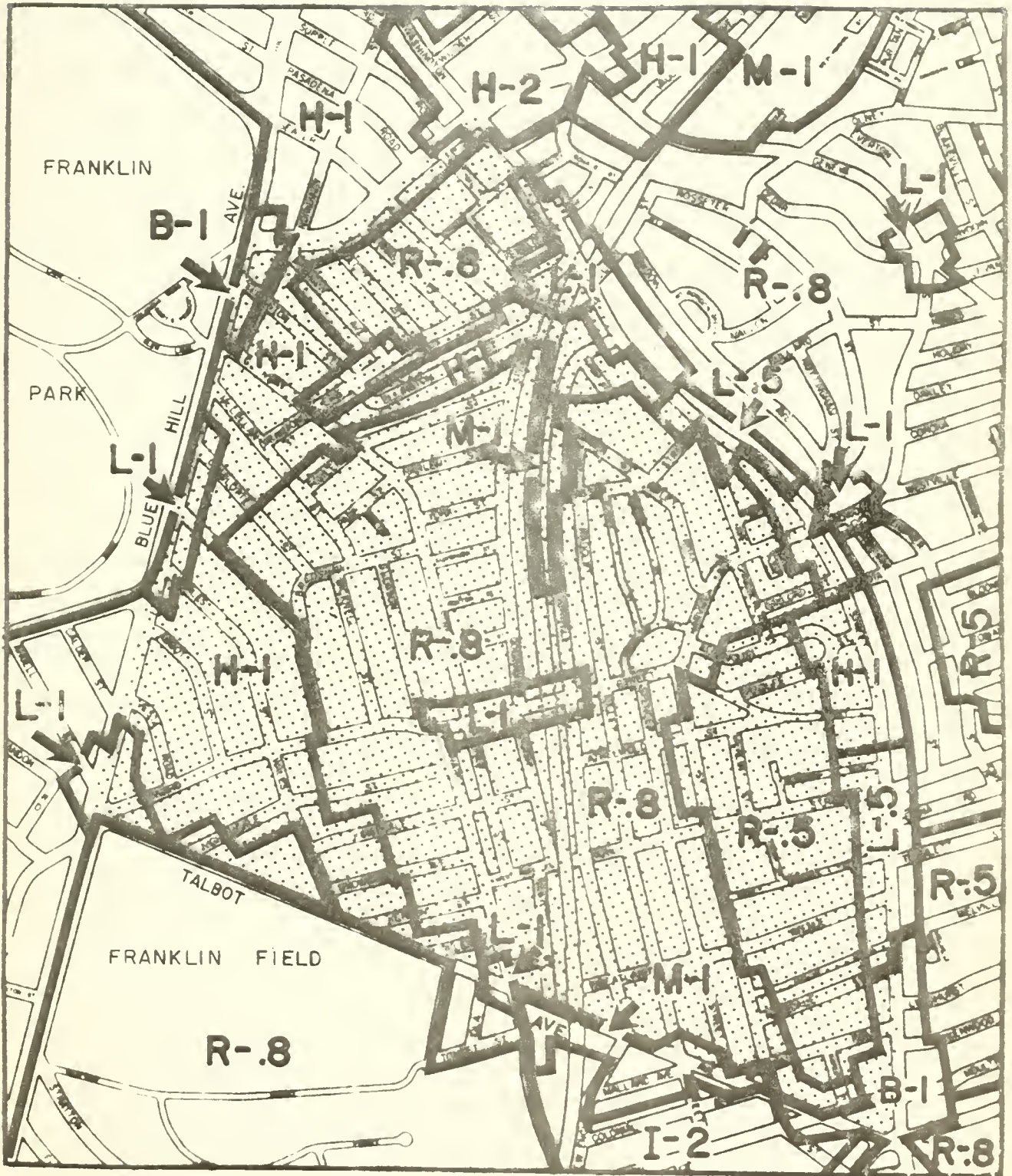
(6) Residential

In comparison to the rest of the City, the project area has proportionately more land devoted to residential use, 240.8 acres or 52.2 % of the total. The residential areas abutting Blue Hill Avenue, Talbot Avenue, and the Penn Central Railroad tracks suffer from abutting non-compatible land uses, a major cause of blight in the areas.

b. Zoning (See Map 5)

A comparison between the zoning and land use maps of the project area indicates that the zoning code has had little effect

Map 5. Existing Zoning



on the land use problems discussed in the section above. Originally prepared in 1924, the zoning map generally followed the pattern of land use that had already developed by that time. Although the code was revised in 1965, the essential pattern of land use that had already developed was not changed. In legalizing existing patterns of land use, the code perpetuated the problems inherent in the juxtaposition of incompatible land uses. Further, it encouraged the tendency of land users with financial means to maintain control of prime land even when it was not to be developed for more productive uses.

2. Housing and Building Conditions

The project area's housing stock, which has decreased by 300 units since 1960, is generally in sound condition except for some pockets of deteriorating housing near older commercial and industrial areas. However, more than 80% of the units are older than 50 years of age, and buildings in much of the area show signs of age.

The project area tends to be slightly more tenant oriented than other areas of the City, although the Mt. Bowdoin section contains a higher proportion of owner occupied buildings than the Model Cities section. Overcrowding has become a significant problem. The area exhibits one of the greatest rates of increase in overcrowded units in the City of Boston.

Rents in the project area are generally lower than in the City as a whole. But housing accommodations for families of modest means are available. Home buyers can find offerings from under \$10,000 to \$20,000 and above, with units in the \$12,000 to

\$16,000 range predominating. However, the slow rate of increase in property values in comparison to a rapid rate of increase due to inflation is a major problem.

a. Number of Units

According to the 1970 U. S. Census, the project area contains nearly 7,200 units of housing. While the City's housing stock decreased overall by 6,390 units or 3% during the 1960's, the number of units in the project area decreased by 303 units or 4%. The rate of decrease was much lower in the Mount Bowdoin neighborhood, which has been part of the Codman Square-Mt. Bowdoin Concentrated Code Enforcement Program.

TABLE 7: Number of Units, 1960 and 1970

	<u>Subareas</u>		<u>Area</u>	<u>Total</u>
	<u>Model Cities</u>	<u>Mount Bowdoin</u>	<u>Total</u>	<u>City of Boston</u>
No. of Units 1960	4755	2724	7,479	238,838
No. of Units 1970	4482	2694	7,176	232,448
Net Change	-273	-30	-303	-6,390
% Change	-6%	-1%	-4%	-3%

Source: U. S. Census of Housing, 1960, 1970

b. Presence of Sanitary Facilities

In contrast to the City as a whole, housing conditions in the project area are good. Only 2% of the area's units lacked one or more plumbing facilities, whereas 5% of the City's total housing stock had this deficiency. It should be noted, however, that the project area's relatively high ranking among Boston neighborhoods

does not mean that sanitary facilities in the area are entirely adequate.

TABLE 8: Units Lacking One or More Plumbing Facilities 1970

	<u>Subareas</u>		<u>Area Total</u>	<u>Total</u>
	<u>M.C.</u>	<u>Mt. B.</u>		<u>City of Boston</u>
Total No. of Units	4482	2694	7176	238,838
Total No. w/o Plumbing	36	40	76	12,852
% w/o Plumbing	-	1%	-	5%

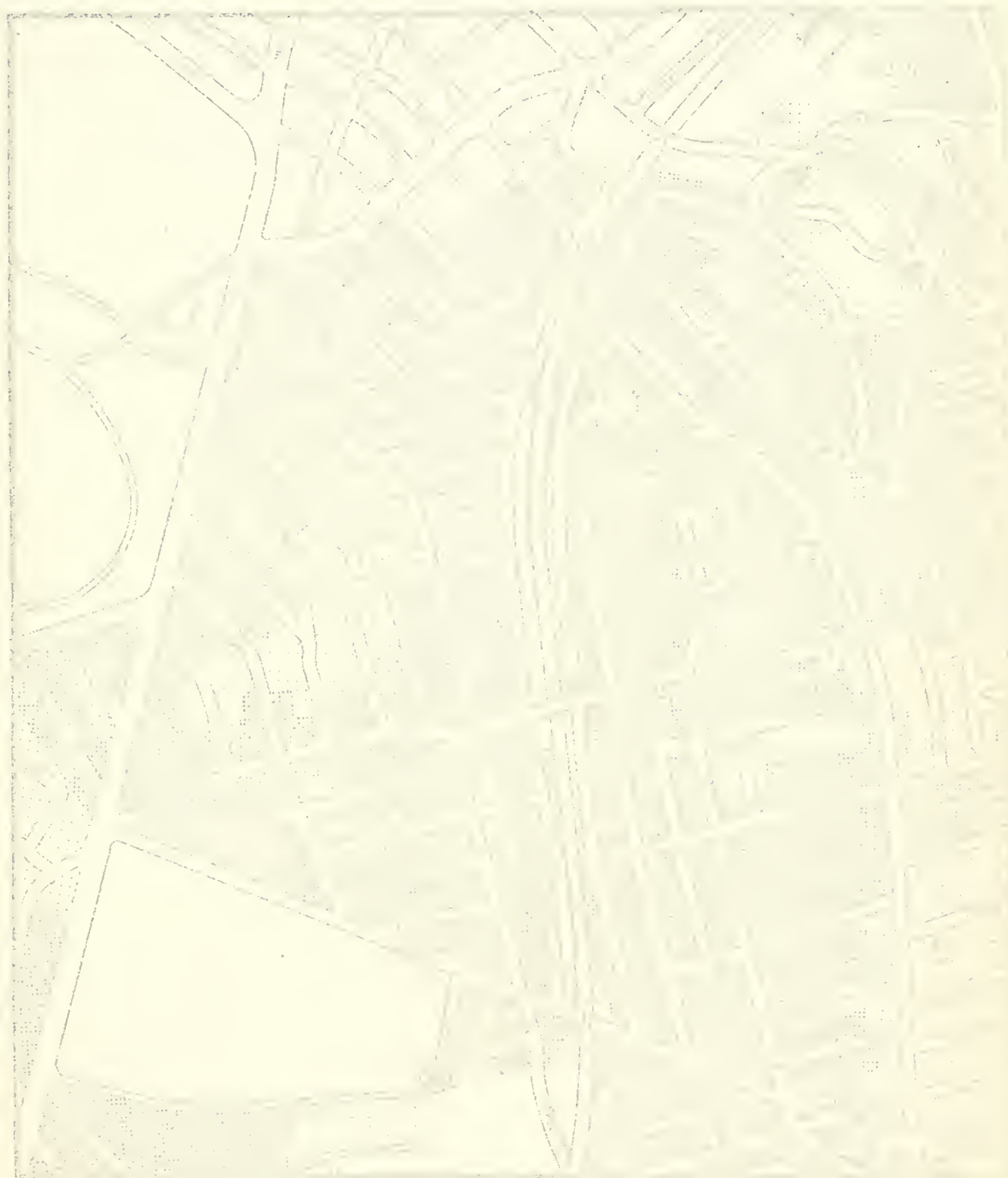
Source: U. S. Census 1970

c. Building Conditions

As indicated on Map 6, conditions of both residential and non-residential buildings in the project area generally range from fair to good, with pockets of severe deterioration along Blue Hill Avenue, Talbot Avenue, Washington Street and the Penn Central Railroad tracks.

Much of this deterioration has resulted from the conflicting land use patterns which predate the zoning code. Inappropriate mixtures of land use often produce blight and more often than not, residential structures suffer the most. Houses and apartments are blighted by the combination of noise, dust and heavy traffic generated by commercial and industrial activities as well as by neglect. The highest degree of substandard housing is found along the Penn Central Railroad tracks.

The highest concentrations of deteriorated commercial properties are found in the local commercial areas of Codman Square, Blue Hill Avenue and Harvard Street. Lacking sufficient parking and expansion space, these commercial areas contrast sharply with



Scale 1:50,000
 0 1 2 3 4 5 6 7 8 9 10
 Kilometers

newly constructed shopping centers on American Legion Highway and Cummins Highway. A concentration of blighted industrial structures exists in the vicinity of Norwell Street. These structures appear to have deteriorated from age and obsolescence rather than from other causes.

d. Tenure

The project area has proportionately slightly fewer owner occupied units (23%) than in the City as a whole (25%). The Mount Bowdoin section contains a higher proportion of owner occupied units (29%) than the Model City section (19%).

These variations are related to the number of units in the existing buildings. The Model City section contains a large number of apartment buildings, while the Mount Bowdoin section contains predominately two and three family structures. Approximately 60% of the buildings within the project area are owner-occupied. Two per cent were vacant the year around in 1970.

TABLE 9: Tenure

	<u>Subareas</u>		<u>Area Total</u>	<u>Total City of Boston</u>
	<u>MC</u>	<u>Mt.B</u>		
No. of units 1960	4755	2724	7479	238,838
% Owner-Occupied	20%	33%	25%	26%
No. of units 1970	4482	2694	7176	232,448
% Owner-Occupied	19%	29%	23%	25%
% Decrease 1960-70	-1%	-4%	-2%	-1%

Source: U. S. Census, 1960 and 1970

e. Unit Size

The housing units within the project area are generally larger than in the City as a whole. Only 1% of the units in the project area are one bedroom units, compared to 13% in the City as a whole, while 33% of the project area units contain 4 or more bedrooms, compared to 26% in the City.

TABLE 10: Size of Units

	<u>Subareas</u>		<u>Area Total</u>	<u>City of Boston</u>
	<u>MC</u>	<u>Mt.B</u>		
Total # of Units	4479	2694	7173	232,252
% 1 Bedroom	1%	1%	1%	13%
% 2 Bedroom	23%	17%	21%	26%
% 3 Bedroom	44%	45%	45%	34%
% 4 Bedroom	32%	37%	33%	26%

Source: U. S. Census, 1970

f. Trends in Family Size

The proportion of the project area's households containing 1 or 2 persons has remained constant at 39% while for the City as a whole the proportion of 1 or 2 person households has increased from 40% to 52% in the 1960's. On the other hand, during the 1960's the proportion of households containing five or more persons has increased in the project area from 19% to 24%, but decreased slightly in the City as a whole.

TABLE 11: Trend in Family Size

	<u>Subareas</u>		<u>Area Total</u>	<u>Total City of Boston</u>
	<u>MC.</u>	<u>Mt.B</u>		
% Households - 1 + 2 Persons-1960	41%	38%	39%	48%
% Households - 1 + 2 Persons-1970	40%	38%	39%	52%
% Households - 5 or more people-1960	18%	22%	19%	17%
% Households - 5 or more people- 1960	22%	28%	24%	15%

Source: U. S. Census, 1960 & 1970

g. Family Housing Need

The increase in average family size and a minor decrease in the total number of units resulted in a significant increase in the number of overcrowded units in the project area during the 1960's. The project area's number of overcrowded units has increased from 6% to 10% while the number of overcrowded units for the City as a whole has remained stable at 7%. The project area has experienced one of the greatest rates of increase in overcrowded units since 1960 of any section of the City.

TABLE 12: Overcrowding

	<u>Subareas</u>		<u>Area Total</u>	<u>City of Boston</u>
	<u>MC.</u>	<u>Mt. B</u>		
Total Units 1960	4755	2724	7479	238,838
% Units with more than 1.01 persons per room 1960	6%	7%	6%	7%
Total Units 1970	4482	2694	7176	232,448
% Units with more than 1.01 persons per room 1970	9%	10%	10%	7%
Percent Increase 1960 - 1970	3%	3%	4%	0%

Source: U. S. Census, 1960 and 1970

h. Age of Housing

While most of the project area's housing stock was built more recently than in some areas of the City, 94% of its units pre-date World War II. Virtually no units have been built in the project area since 1940. The largest development was the construction of the 375 unit Franklin Hill Public Housing Project in 1952 which is located just outside the project area.

TABLE 13: Age of Housing

<u>Year Constructed</u>	<u>Subareas</u>		<u>Area Total</u>
	<u>Model Cities</u>	<u>Mt. Bowdoin</u>	
After 1940	70	-	70
1930 -1939	15	30	45
1920 -1929	840	295	1135
Before 1919	3455	2280	5735
Total	4,380	2,605	6,985

Source: U. S. Census, 1960

Only 56 units are currently under construction or substantial rehabilitation. Both of these developments are being subsidized by MFHA or FHA. At least three quarters of the units are located in the Norwell Street "project area".

TABLE 14: Housing Under Construction or Rehabilitation

	<u># of Units</u>	<u>Type</u>	<u>Rent</u>	<u>Unit Sizes</u>
Rehabilitation on Norwell Street (Housing Innovations)	36	family	\$127- 150/mo.	36% 2 bdrm. 54% 3 bdrm.
Infill Housing (Development Corp. of America)	20	family	\$40-100/ mo.	100% 4 bdrm.
Total	56	family		

i. Public Housing

There are no units of public housing located immediately within the project area nor are there a significant number of leased housing units within the project area. The Franklin Hill Avenue and Franklin Field Projects are located adjacent to the target area, with both elderly and family units. There are serious vacancy problems within these projects because of poor building conditions.

J. Rents

Rents in the project area are slightly lower than rents in the City as a whole, although apartments are larger than in the City as a whole and a high proportion of residents pay more than 35% of their income for rent.

TABLE 15: Contract Rent of Rental Units, 1970

	<u>Subareas</u>		<u>Area Total</u>	<u>Total City of Boston</u>
	<u>MC.</u>	<u>Mt. B.</u>		
Total Occupied Units	3224	1700	4924	155,772
% Occupied Units at:				
\$0-59	4%	4%	4%	11%
\$60-99	49%	54%	51%	41%
\$100-149	45%	41%	43%	30%
\$150+	2%	1%	2%	18%

Source: U. S. Census 1970

k. Value of Owner Occupied Units

Housing values in the project area are considerably lower than in other parts of the City. Approximately two thirds

of the owner-occupied units have values of less than \$15,000. In 1960, housing values in the project area were only slightly lower than those in the City as a whole, whereas the values are now much lower than those in the City. However, absolute values within the project area have increased slightly during the 1960's but much less than the rate of inflation.

TABLE 16: Value of Owner-Occupied Units, 1960 - 1970

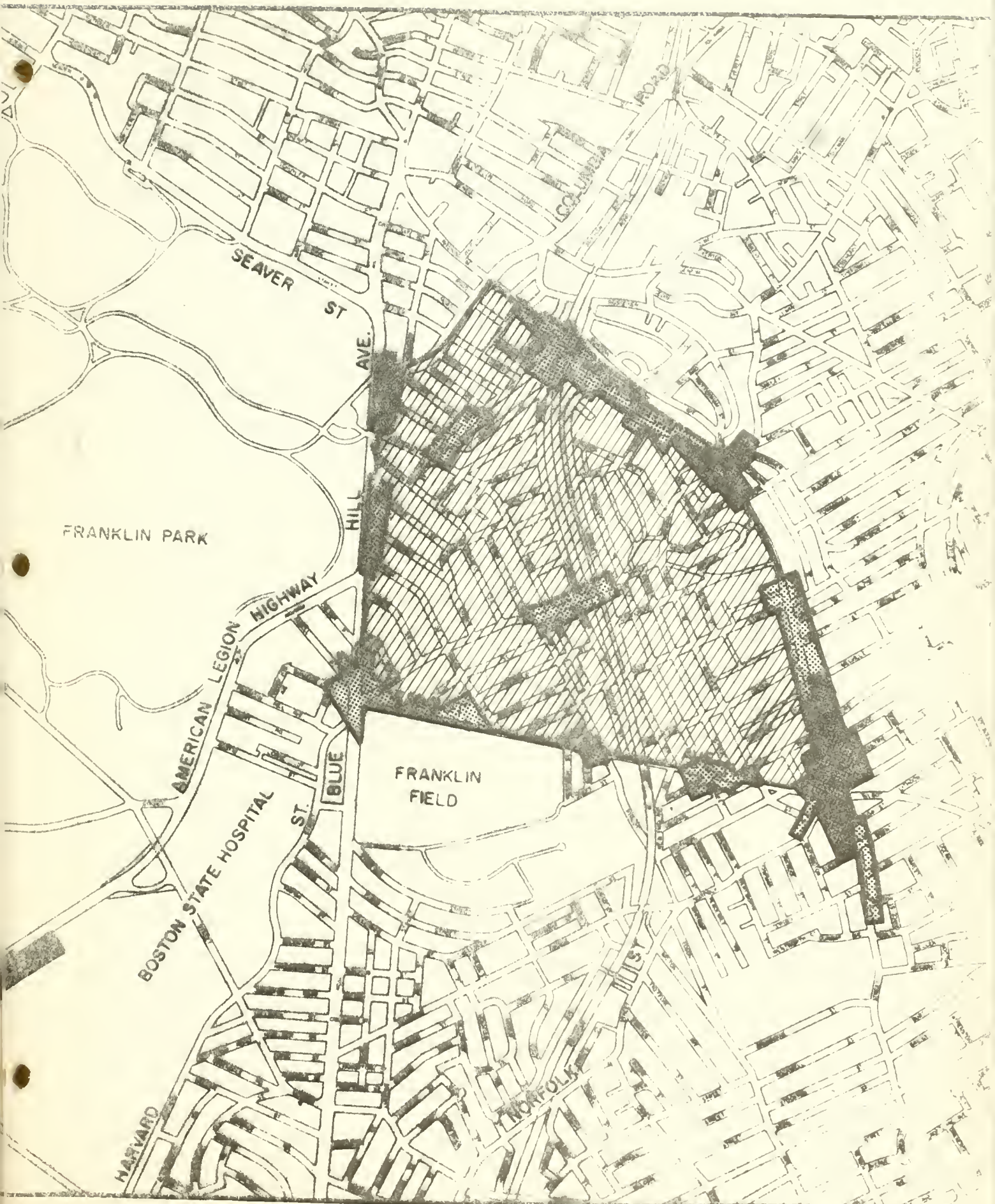
	<u>Less Than \$9,999</u>	<u>\$10,000 to \$14,999</u>	<u>\$15,000 to \$19,999</u>	<u>\$20,000 or more</u>
MC Subarea 1960	14%	56%	26%	4%
MC Subarea 1970	14%	50%	26%	10%
Mt. Bowdoin 1960	25%	63%	11%	1%
Mt. Bowdoin 1970	16%	46%	30%	8%
Area Total 1960	20%	60%	17%	3%
Area Total 1970	15%	47%	29%	9%
Total City of Boston 1960	26%	37%	26%	11%
Total City of Boston 1970	10%	15%	28%	47%

Source: U. S. Census, 1960 & 1970

3. Industrial and Commercial Areas

a. Commercial Areas

The major retail centers in the project area include Codman Square, Talbot Avenue, Blue Hill Avenue, and Washington Street. Small concentrations of commercial activity are located on Harvard Street and Erie Street. (See Map 7)



D.C.C.D.P. AREA



GENERAL BUSINESS AREA

Many of these commercial areas have not been able to compete with new automobile-oriented shopping centers such as the Roslindale Shopping Center located along American Legion Highway. Many are characterized by deteriorated or obsolete structures, lack of parking and traffic congestion, and find it difficult to compete with these newer shopping centers with their high volumes and large inventories. Some areas, such as Blue Hill Avenue and Harvard Street contain large concentrations of vacant and boarded up stores.

b. Industrial Areas

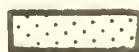
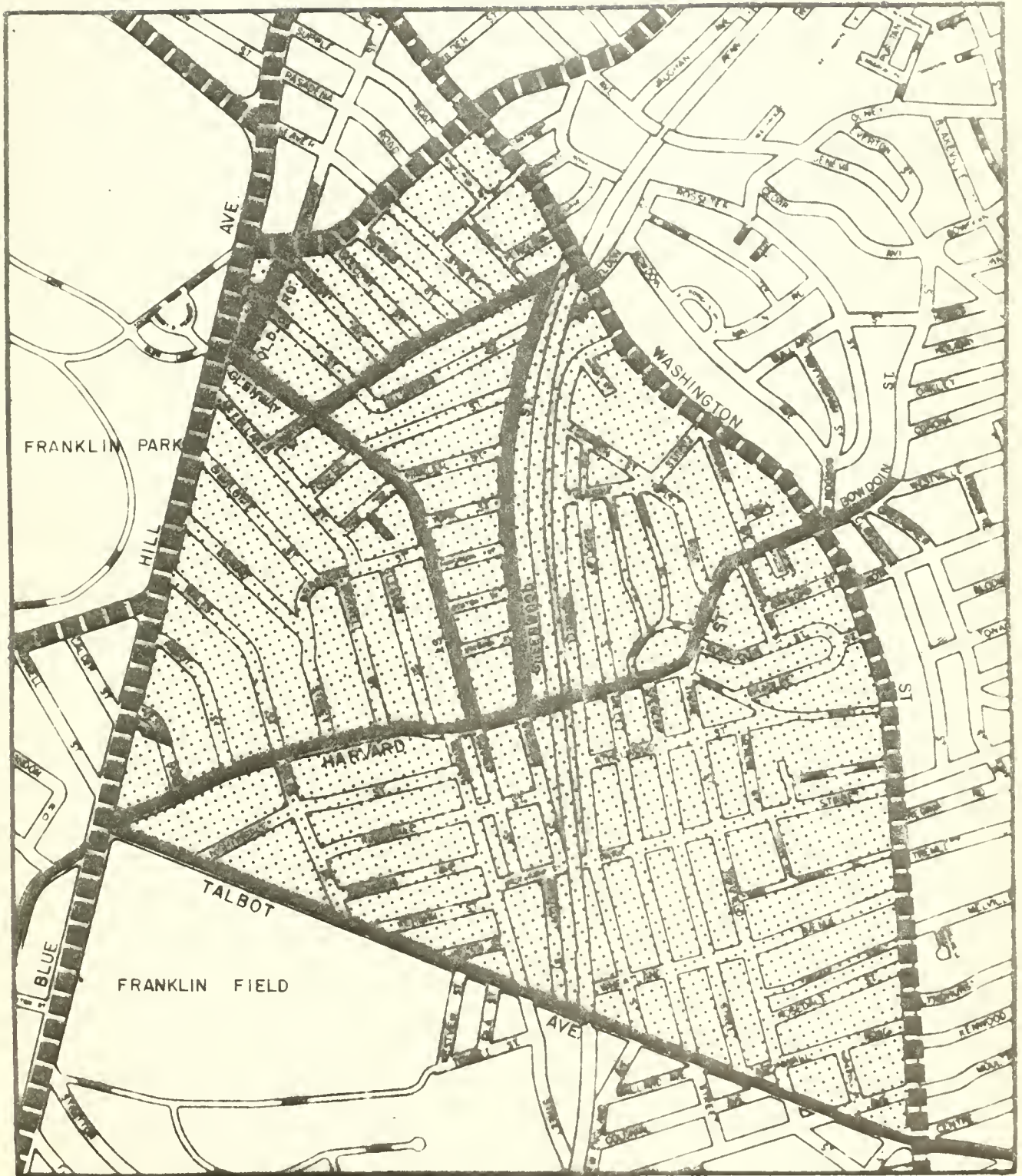
The area located along Norwell Street is the location of a scrap metal yard and several auto body or service establishments and is severely deteriorated. The few light manufacturing operations scattered along Washington Street are truck oriented, labor intensive plants for the assembly of small electronic goods. These appear to be compatible with abutting commercial and residential uses but do present some traffic problems.

4. Transportation

a. Existing Street System

The street system of the project area was not developed according to a plan. (See Map 8) The streets are not differentiated by function, so that through traffic is mixed with local traffic creating congestion along several streets. Blue Hill Avenue is the only through street with enough capacity to carry the volume of traffic demanded of it. Most of the project

Map 8. Existing Street System



D.C.C.D.P. AREA

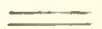
MAJOR ARTERIALS



COLLECTOR STREETS



LOCAL STREETS



SOURCE: TOPICS

area does not have a clearly defined circulation pattern.

Traffic to and from downtown Boston is largely carried by Blue Hill Avenue, although Columbia Road is also used as an alternate route. Considerable congestion occurs along Blue Hill Avenue and Washington Street within the project area due to high traffic volumes and many conflicting turning movements. The major East-West arteries are Talbot Avenue and Harvard Street.

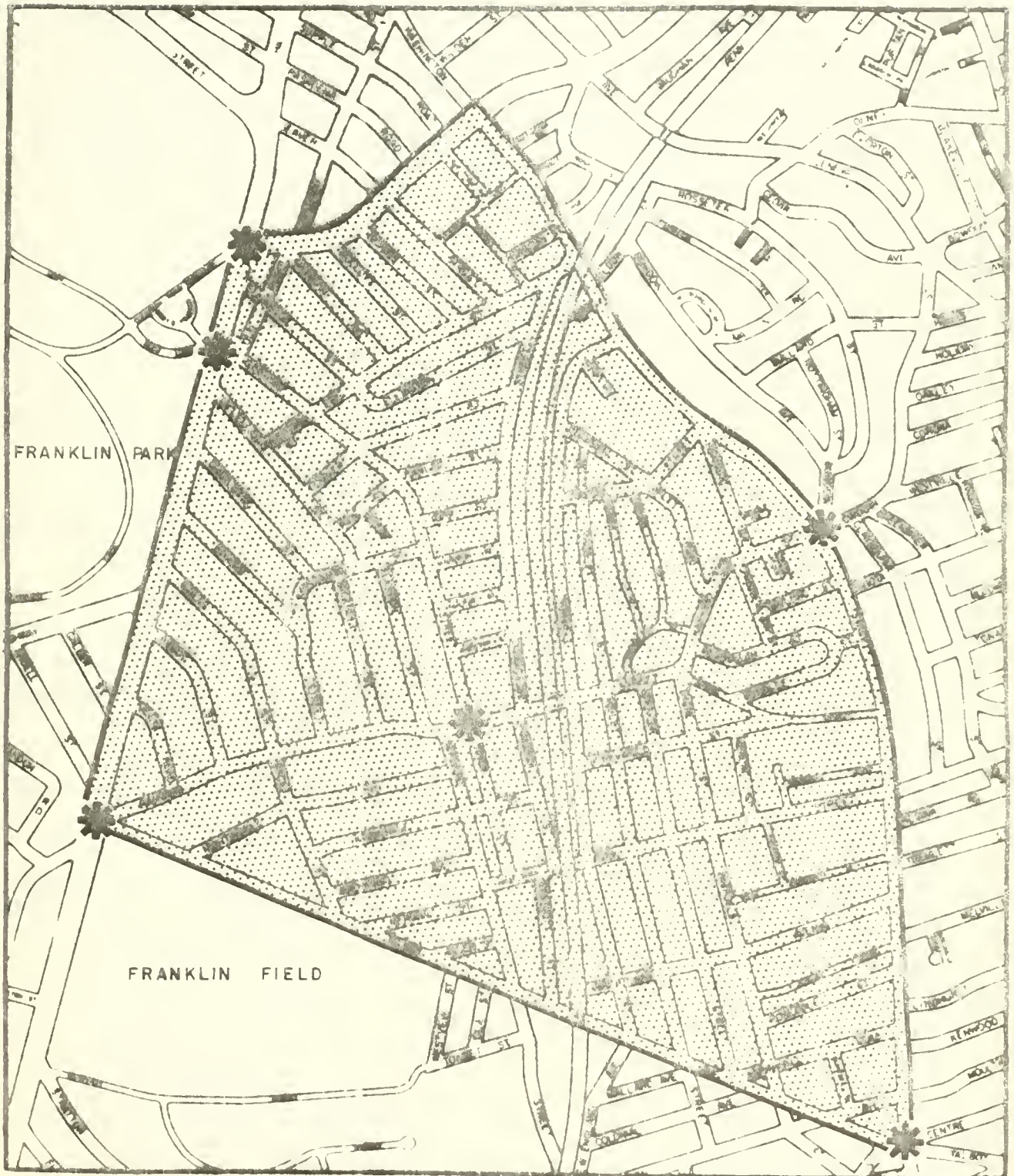
Map 9 shows the major problem areas in the existing street system. While the Transportation Department of the Boston Redevelopment Authority has studied the traffic flow patterns and problems and has made recommendations for improvements, the community has not yet studied them sufficiently in terms of overall plans for the area.

Traffic circulation is exacerbated by inadequate parking facilities in business areas. Since little off-street parking is provided, local businesses depend predominantly on curb parking, contributing to traffic congestion in areas such as Codman Square, Washington Street and Blue Hill Avenue.


b. Public Transportation (See Map 10)

The project area is served by both a rapid transit line and bus lines. The "Red Line" through Fields Corner is the most heavily used. However, some bus routes connect with the "Orange Line" at Egleston Square and Dudley Street and other busses provide local service. The Boston Transportation Planning Review (BTPR) has recommended using the Penn Central

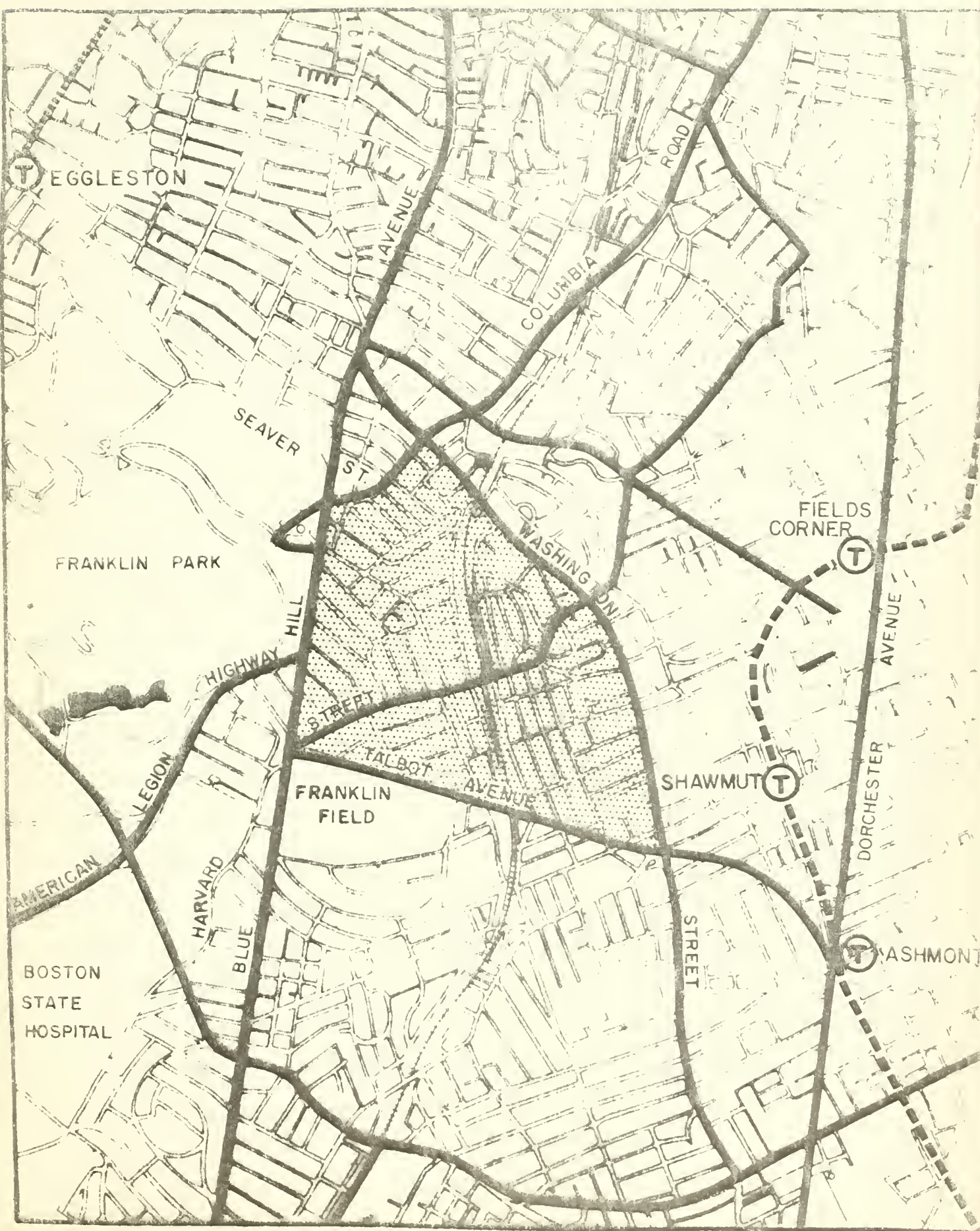
Map 9. Circulation Problem Areas



 D.C.C.D.P. AREA

 PROBLEM AREA

SOURCE: TOPICS



MBTA FIXED
RAIL LINES



MBTA STATION
BUS ROUTE

Railroad as a temporary trolley line and removing the elevated Orange Line and replacing it with a new trolley line along Blue Hill Avenue to improve transit service in the area.

c. Railroad

The Midland Branch of the Penn Central Railroad runs North and South through the center of the project area. The major function of this line is to carry freight to and from South Boston. If the main line of the Penn Central Railroad is converted to rapid transit, the Midland Branch will become the major freight and passenger route between Boston and New York. The future of mass transit and the Penn Central are awaiting decisions by the Governor on the basis of BTPR studies and recommendations.

5. External Influences (See Map 11)

The project area is affected by trends and government actions occurring outside of its own boundaries. Perhaps the most significant influence is the extensive residential and commercial blight that exists along Blue Hill Avenue and in Subareas Four, Five and Six of Model Cities. The severe residential blight that exists immediately to the North and the vacant buildings along Blue Hill Avenue have a depressing effect on the project area. The existence of these factors has caused property values to remain almost constant during the 1960's while values elsewhere in the City of Boston rose sharply by comparison. Mortgages, home repair loans, and insurance have been difficult to obtain in the project area because of this fear.

The project area has been positively affected by the renewal activities in Washington Park and by the community services provided by the Model Cities Program in part of the project area. The two Concentrated Code Enforcement Programs in parts of the project area have had the effect of limited improvement of public utilities, street lighting, community facilities, and residential structures. Due to the shortage of rehabilitation loans, however, little rehabilitation has occurred to date in the Mt. Bowdoin-Codman Square C.I.P. Area.

A private program that has had mixed effects on the project area has been the attempt of 23 banks to provide FHA insured financing on a rotating basis in the area (B.B.U.R.G. Area). This program has made mortgages available to persons who were previously unable to obtain them. While the overall effects of such a program are difficult to assess, it has brought to light many of the difficulties in the rehabilitation and maintenance of older, inner city neighborhoods.

As mentioned previously, the Governor's decision concerning transit and highway options for the metropolitan area will have far reaching effects for residents of the project area.

6. Community Facilities

The project area is served by a number of schools, parks, recreation areas, health centers, and other public safety and service facilities. The major facilities located within or serving the project area and the programs provided by each are described below.

a. Schools (See Map 12)

The area is served by eight elementary schools, one junior high school, the Holmes, and one senior high school, Dorchester High. No parochial schools exist within the area.

Public elementary school enrollment in the area has increased at the rate of six per cent per year since 1969. This increase appears to be related to the recent immigration of black families with younger children.

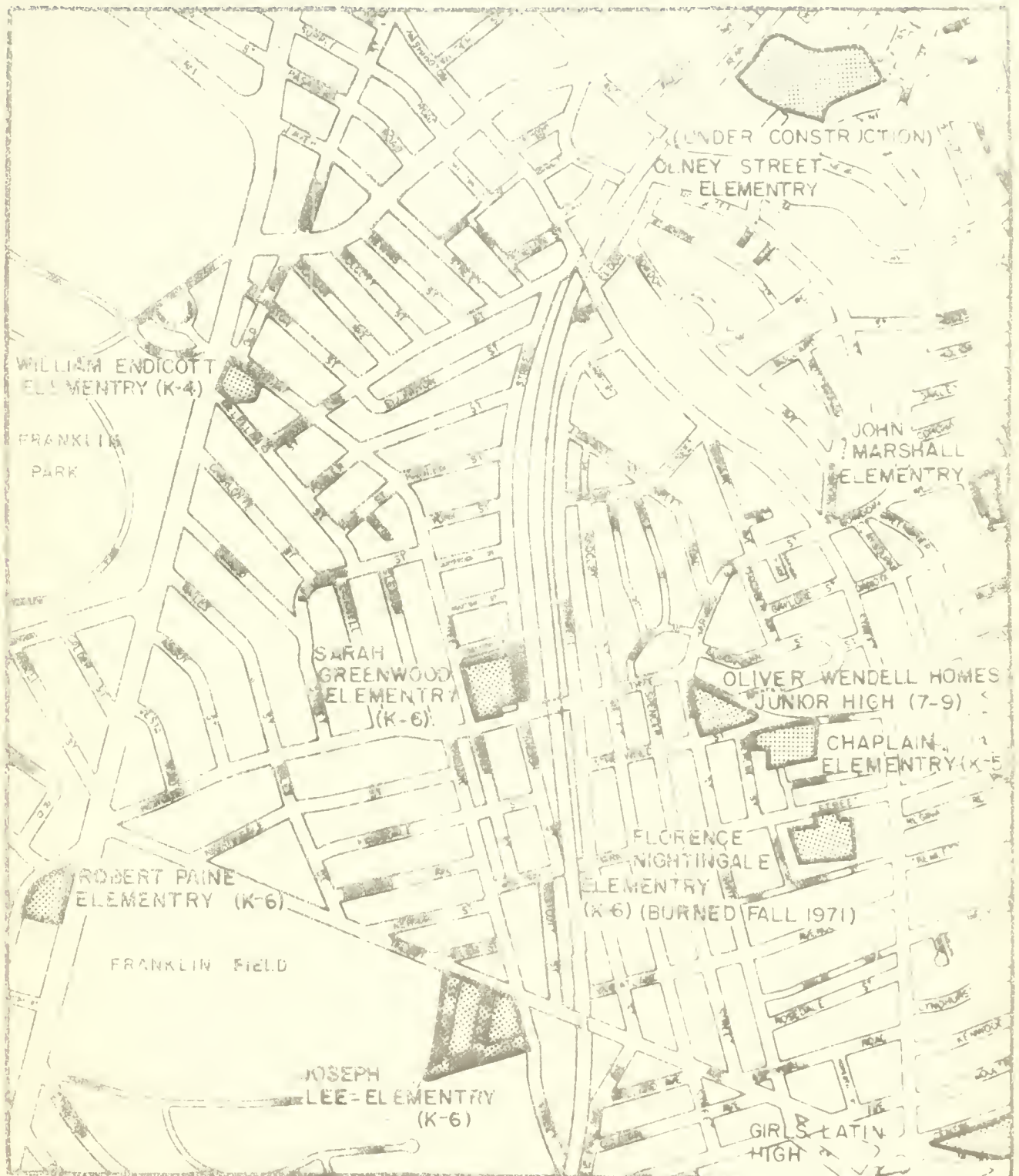
TABLE 17: Public School Enrollment, 1968 - 1971

	Enrollment		
	<u>1969-70</u>	<u>1970-71</u>	<u>1971-72</u>
Elementary Districts			
Marshall	2,167	2,299	2,190
Endicott	1,277	1,215	1,161
Gibson	796	854	785
Lee*	-	-	1,089
Total Elementary	4,240	4,368	5,225
Secondary Schools			
Oliver Wendell Holmes Junior High School	568	574	573
Dorchester High	1,626	1,821	1,705
Total Secondary	2,194	2,395	2,278

*Opened September, 1971.

Source: Boston School Committee

Community concern that schools in the area are overcrowded is borne out by Boston School Committee figures indicating that



enrollments are in fact above rated safety capacities in most schools. Although the combined capacity of the public elementary schools in the project area is 4,670, 5,021 students were enrolled in these schools in 1971-72. With seats for nearly 1,597 students, the secondary schools in the area had 2,278 students enrolled during the same year. Altogether, the schools are operating at 16% above capacity.

TABLE 18: Public School Capacity

	Year Built	Capacity	1971-72 Enrollment	Recommendations*
Elementary Schools				
Champlain (K-5)	1925	300	354	Retain as K-5
Nightingale (K-6)**	1914	215	238	Abandon by 1970
Stone (K-5)	1937	310	413	Retain as K-5
Marshall (K-5)	1971	1,200***	1,185	Opened September 1971
Lee (K-UG)	1971	1,200***	1,089	Opened September 1971
Endicott (K-4)	1906	310	361	Retain as K-5
Gibson (K-5)	1895	505	589	Abandon by 1966
Greenwood (K-6)	1919	630	800	Retain as K-5
Total Elementary		4,670	5,021	
Secondary Schools				
Holmes Junior High (7-9)	1905	575	573	Retain as 6-8, add three classrooms
Dorchester High (9-12)	-	1,022	1,705	Retain as 9-12
Total Secondary		1,597	2,278	

* Recommendations of "A Report on the Schools of Boston," prepared by the Boston Redevelopment Authority and Harvard University, 1962.

** Burned in October, 1971 and not in use.

*** Contains flexible classrooms with higher capacities possible.

Sources: Boston School Committee and "A Report on the Schools of Boston."

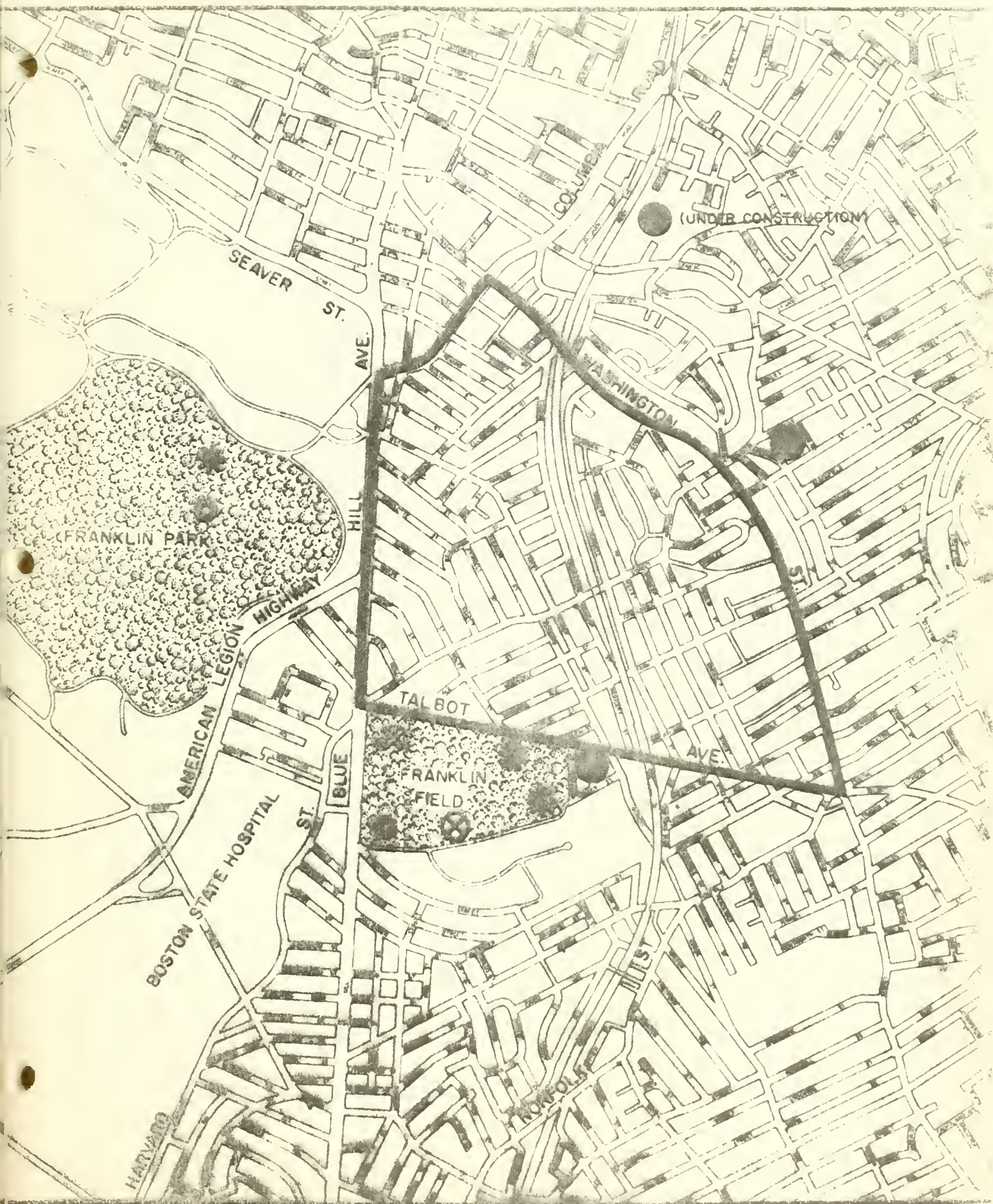
Until recently the area has been seen little new school construction. (See Table 19) The Lee and Marshall Elementary Schools were completed in 1971 and the Olney Street Elementary School is under construction. The other eight schools are all over 35 years old. The Nightingale Elementary School was severely damaged by a fire in October 1971, is not presently used and is currently slated for demolition.

Girl's Latin, a City-wide high school for girls, is located just outside of the project area along Dorchester Avenue.

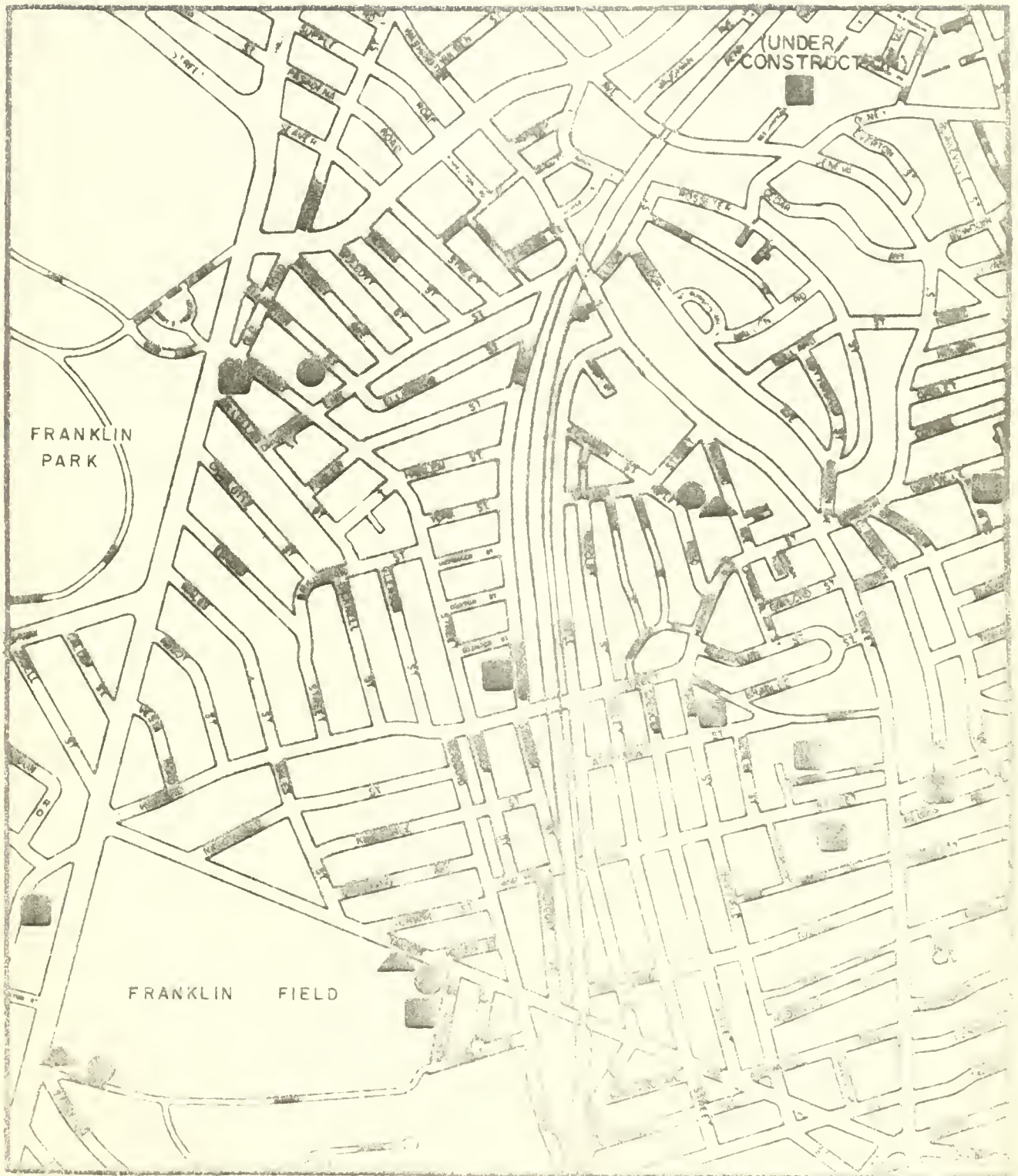
b. Parks and Recreation (See Maps 13 and 14)

Although there are 550 acres of park land in the immediate vicinity, the project area as a whole has few neighborhood - scale recreation facilities. Approximately 98% of the total park area is accounted for by two major City facilities, Franklin Park (496 acres), and Franklin Field (45.6 acres), which are located outside the project area, however, at the western end. Thus only 7.0 acres are available for local use, and of these 5 acres consists of paved school yards.

The City provides baseball, softball, football, tennis, golf, tot lot, picnic and stadium facilities in Franklin Park, which also contains an 89 acre zoo. In addition, the City operates baseball, softball, football, soccer, basketball, tot-lot, wading, lawn bowling & cricket facilities on Franklin Field. Tennis courts are operated by the Sportsman's Tennis Club. A combined swimming pool and skating rink facility is operated by the Metropolitan District Commission. Where organized recreational programs exist at these facilities, they are for the most part operated by private agencies, not by the City.



Map 14. Community Park and Recreation Facilities



EXISTING

PROPOSED

PROPOSED

PROPOSED

The City of Boston operates eight local playfields and school playgrounds for residents of the area, most of which are paved with asphalt, littered with glass and other dangerous debris, unsafe for children, with little to no equipment. Five new baseball, basketball and tot-lot facilities have been proposed to meet the need for local recreation facilities.

TABLE 19: Public Open Space

Parks

<u>Name</u>	<u>Acres</u>	<u>Facilities</u>
Franklin Park and Zoo	496.0	Baseball, softball, little league, football, tennis, golf, zoo, play equipment, picnic areas and stadium.
Franklin Field	45.6	Baseball, softball, little league, football, soccer, basketball, tennis, play equipment, wading pool, swimming pool, flooded skating, lawn bowling and cricket.
Total	541.6	

Playgrounds and Tot Lots

Bowdoin Green	0.6	None
Ripley Playground	0.9	Basketball and play equipment
Erie-Ellington	0.1	Tot lot, basketball
Total	1.6	

School Playgrounds

Endicott	0.7
Greenwood	1.0
Holmes Jr. High	0.9
Champlain	0.7
Nightingale	1.2
Stone	0.9
Total	5.4

GRAND TOTAL 548.0

The area is served by two indoor recreational facilities operated by both municipal and private agencies. These are the two new community schools - the Lee and Marshall Elementary Schools. Additional programs are provided privately by the Lena Park Community Service Center, the Dorchester Area Planning Action Council (A.P.A.C.), Mt. Bowdoin Y.M.C.A., and Dorchester House. Only the facilities of the APAC are located within the project area.

c. Health Facilities (See Map 15)

There is concern among residents of the area about the need for adequate neighborhood health clinics and for strengthening visiting nurse and other home-centered programs. This section contains an inventory of existing health facilities, programs and activities in and adjacent to the project area. None of the facilities, alone or in combination, has the capacity to serve all project area residents.

1. Harvard Street Health Clinic -

The Harvard Street Health Clinic, located on Blue Hill Avenue opposite Franklin Field, just outside the project area, is operated by Boston City Hospital for residents of Mattapan and North Dorchester. The Center provides baby sitting, laboratory, dental, pediatrics, maternity, adult medicine, and family planning services.

2. Roxbury Comprehensive Community Health Center -

The Roxbury Comprehensive Community Health Center, located at the Washington Park Mall, is available only for residents of Model Cities Areas 3, 4, and 5, excluding residents of most of

STATION
1000

STATION
1000

STATION
1000

STATION
1000

STATION
1000

STATION
1000

the project area. The center provides baby sitting, laboratory, transportation, pediatrics, maternity, adult medicine, mental health, drug addiction, alcoholism, and family planning services.

3. Dorchester Neighborhood Health Center -

The Dorchester Neighborhood Health Center is located on Dorchester Avenue near Fields Corner, (outside the project area) and is owned and operated by the Determined People of Dorchester. The Center provides laboratory, pediatrics, maternity, adult medicine, mental health, optometry, and family planning services for Dorchester residents.

4. Model Cities Family Life Center -

The Model Cities Neighborhood Board operates a Family Life Center located in the project area for residents of Model Cities SubArea Six only. The Center provides transportation, pediatrics, maternity, adult medicine, mental health, drug addiction, alcoholism and family planning services.

5. Avenue Health Center -

The Avenue Health Center, located approximately one mile from the project area along Blue Hill Avenue in Mattapan is funded by A.B.C.D. to serve persons living in Mattapan and surrounding areas.

The Center provides family planning counseling and medical service, V.D. screening and treatment, pregnancy tests, sterilization counseling and referral, sex education for teens and cancer screening for teens. Pediatrics, podiatry, adult medicine and psychiatric referral services are to be added.

6. Carney Hospital -

Carney Hospital is a private hospital located on Dorchester Avenue approximately one mile from the project area. Carney

Hospital provides outpatient and inpatient services.

7. Boston State Hospital -

Boston State Hospital is located less than one half mile southeast of the project area on Harvard Street. The Hospital operates a center for alcoholics, a community drug clinic, and a community mental health clinic.

8. Public School Programs -

Several circulating nurses are assigned to the public schools in the project area to carry out periodic examination and immunization programs.

9. Visiting Nurse Association -

The Visiting Nurse Association provides part-time nursing care and other therapeutic services at home. This agency is experiencing serious financial trouble and has forecast cutbacks in services.

d. Other Community Facilities (See Map 16)

Other public facilities in and adjacent to the project area include the Lena Park Community Service Center, three Little City Halls, the Codman Square Public Library, Model Neighborhood Board Offices, the offices of the Community Improvement Programs, the Brighter Day Center located in the Mt. Bowdoin Y.M.C.A., the Dorchester A.P.A.C., the A.P.A.C. Community Center, the Robert Gould Shaw Settlement House, and a Fire Station.

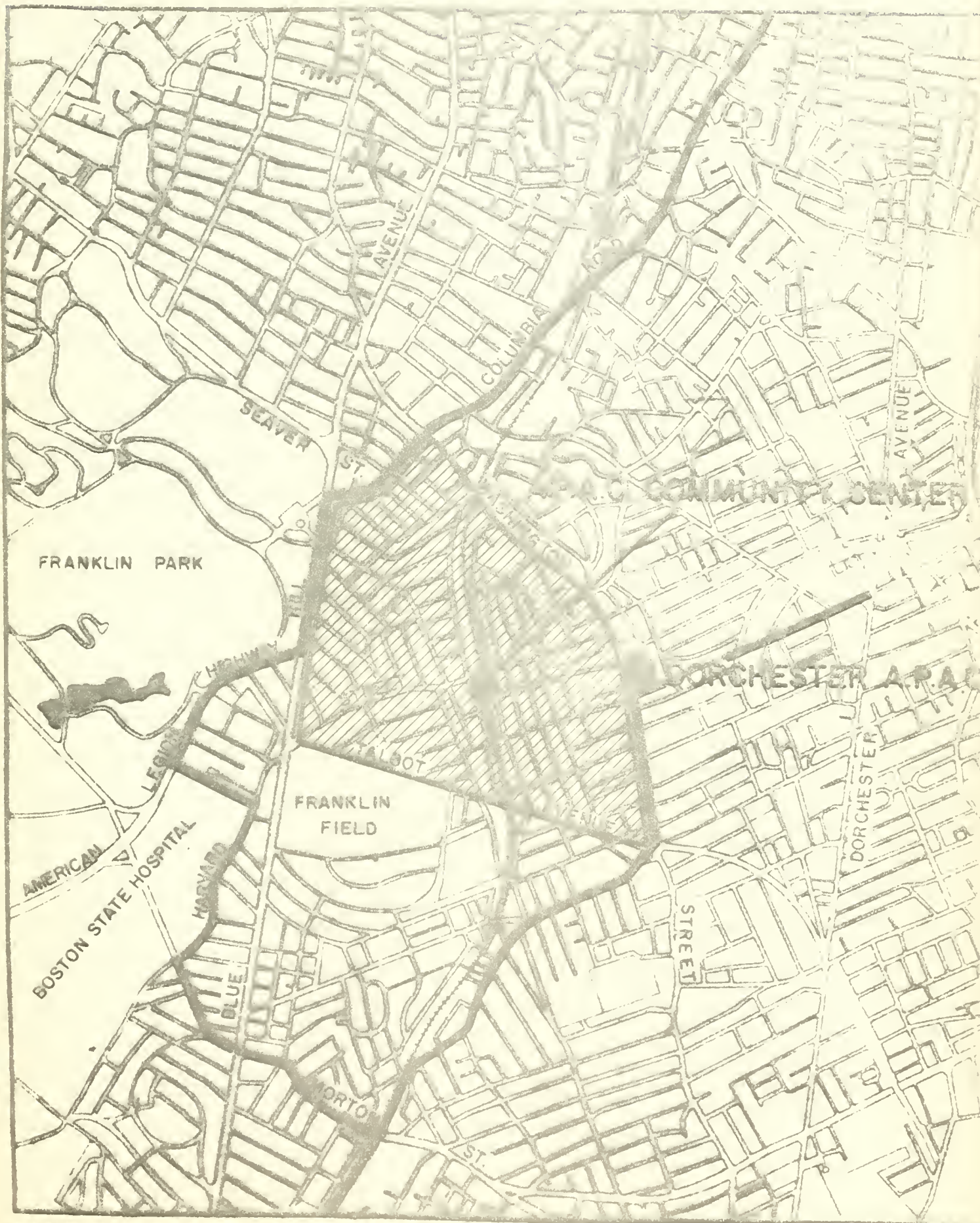


III. COMMUNITY RESPONSES TO NEEDS OF DORCHESTER

The need to arrest the deterioration in Dorchester and to mobilize resources for its rejuvenation have long been recognized by the community. Many individuals have joined together at various times in groups and coalitions of groups and agencies to mobilize support for various different improvements in their neighborhood. Such groups, both on an adhoc and continual basis, have been instrumental in bringing in to Dorchester new resources over which they, the community exercises control. It has been a long, slow and frustrating process as the community has discovered its many needs and the money needed to address them has been but a trickle.

Of the groups in Dorchester working for the betterment of its neighborhoods, one of the prime movers has been the Dorchester Area Planning Action Council (APAC). (See Map 17 for Dorchester APAC target area) Incorporated in 1967, the APAC is governed by a 32 member Board of Directors, 25 of whom are residents elected annually in a community election, 5 from each of the 5 APAC subareas, of which 51% are low-income people, the remaining 7 being representatives of local organizations and public and private agencies such as United Community Services, Model Cities, DUNA (Dorchester United Neighborhood Association), and Dorchester Federation of Settlement Houses. As a delegate agency of ABCD, (Action for Boston Community Development) Boston's official anti-poverty agency, the Dorchester APAC receives funds from the Office of Economic Opportunity, the Department of Labor, and the Department of Health, Education and Welfare to conduct

Map 17. Dorchester Comprehensive Community Development Project Area in Relation to
Dorchester APAC Service Area



D.C.C.D.P.A.



DORCHESTER A.P.A.C. SERVICE AREA

programs and offer services in the fields of elderly, youth, housing, manpower, social services, health and welfare referral, community organization, education, special services and programs for the Spanish-speaking, and in general to act as the advocate for Dorchester's low income people.

In addition, the APAC receives other funds independently from ABCD, from both public and private sources, enabling the APAC to augment its services and program capacity. The main offices of the Dorchester APAC are located at 450 Washington Street. The APAC has set up a second office at 110 Harvard Street, to offer the same services and programs to residents living in this section of the Dorchester APAC target area. Recently Model Cities has given the APAC some funds for renovation of the building and to operate additional youth programs. There are 14 Headstart classes serving 210 children located in Dorchester, located at seven different sites throughout the community, administered by the APAC. Headstart is not merely a day care program, but a child development program, also offering social, psychological, health and nutritional services to the child and his entire family. Parents are involved in policy and decision-making for the program through Parent Advisory Committees and also serve as paid and volunteer staff for classes. These classes include a day care center for 75 children on Bradshaw Street and in June 1972 the APAC opened another day care center for 75 additional children on Christopher Street, the latter facility funded by the Welfare Department. Recently the APAC has hired an alcoholism coordinator, to do outreach and referral. Legal

problems of APAC clients are handled by the nearby Boston Legal Assistance Project office in Fields Corner.

Other ABCD sponsored programs operated by the Dorchester APAC located also at 450 Washington Street are the Dorchester Neighborhood Employment Center and the Dorchester Orientation Skill Center which offer to residents of the target area such manpower services as outreach, intake, counselling, testing, referral and placement directly in jobs, work programs, or training programs, job development, skill related education, including English as a second language, and follow-up services. Also operating under ABCD's auspices and in conjunction with Boston City Hospital is a family planning clinic located on 1297 Blue Hill Avenue in Dorchester.

While the programs and services offered by the APAC and ABCD are of great benefit to many low income residents in Dorchester, there is too little funding to be able to provide these services (as well as others that are needed) to all eligible people needing them. Not only is there a need for additional direct services for residents, but also the need to develop and mobilize both new and existing resources, under community direction and control, brought together in a concerted effort to develop the community. It is towards this goal of community development-of all community groups, public and private agencies working together for the generation of resources to develop the means for the community to be more self-sufficient and productive, rather than to simply provide more services that serve only to alleviate problems rather than to solve them-that the Dorchester APAC has focused many of its activities.

Along these lines the Dorchester APAC has been active in bringing into Dorchester money for projects not directly operated by the APAC, but operated under community control nonetheless. One such example was the formation of the Lena Park Community Development Corporation. Funding has been received from HUD for the rehabilitation of the Lena Park Community Service Center and the Boston Redevelopment Authority is preparing a NDP application with them for the construction of 250-300 units of low and moderate income family housing. United Community Services and other agencies are contributing money and staff for the operation of the Community Center. The Dorchester APAC also worked with the Dorchester House in their successful bid for a 703 grant for a new facility. The new structure houses the Dorchester Neighborhood Health Center as well as settlement house activities and day care classrooms.

As previously mentioned, the Dorchester APAC has received money from the Boston Model Cities Agency both to renovate the 110 Harvard Street building, to be used in part as a Teen Center, and to operate summer and year round work and recreational programs for area youth, as a supplement to other APAC youth programs. The APAC convinced the State Welfare Department to set up a Surplus Food Distribution Center in Dorchester. The APAC assisted in all aspects of this, including securing the site. The Center is located at Four Corners and became operational July 1, 1972. The APAC was very active in the planning of the two new community schools in Dorchester, the John Marshall and the Joseph Lee, and has joined with other area agencies in utilizing the facilities for various educational, cultural and recreational activities for both children and adults.

And finally, in response to the recent influx of Spanish-speaking people to Dorchester, the APAC has hired approximately fifteen bilingual staff in both the APAC and the NEC, to assist Spanish-speaking residents in securing services from their program as well as working with other private and public agencies to respond to their special problems in an innovative and comprehensive manner.

The Dorchester APAC works not only with other public and private agencies in their community development and service delivery efforts for the Dorchester community, but also assists many of the local neighborhood and block groups and associations, which form on either an adhoc or continual basis around issues of concern and unmet needs in their own neighborhoods, to make known these needs to the proper officials for appropriate action. The efforts of these local neighborhood-based organizations have been of critical importance in mobilizing support for many ideas that eventually have been translated into much needed programs and services. It was out of the activities of several of these neighborhood-based organizations that came the realization that a comprehensive community development effort is needed for the rejuvenation of this area of Dorchester and the direction that such development should take.

A few years ago, residents living in the Norwell Street area joined together to become the Dorchester Area Cooperative Team (DACT) by uniting several block groups. Its purpose is to improve living conditions for the residents in that immediate area. Towards this goal they formed several committees, around the issues of City Services, Public Safety, Housing, Parks and Playgrounds, Sanitation and several others. Of extreme importance to them has been the improvement of city services and it was to this purpose that many

of their initial efforts were directed. And these efforts have brought a limited measure of success - work is presently being finished on new sewer and water lines, new sidewalks and streets in this neighborhood and Ripley Park will have \$52,000 of renovations this summer. In addition, in an attempt to curb juvenile crimes and to make the neighborhood safer, an Auxiliary Police Force of residents has been set up and is recognized as such by not only the residents but by the Boston Police Department as well. The community feels that many forms of juvenile crime occur primarily because youth have free time with nothing constructive to do and are not acts of maliciousness. Thus in addition to trying to set up various kinds of productive activities for the youth to participate in, it is felt that the constant surveillance by residents, who are known by and to the youth and their families, will prevent these activities from ever happening. Members of the force also talk with residents about other ways to deter crime and to improve the physical condition of their property. Residents feel safer because of this Auxiliary Police Force and are continuing to support its operation.

In brief, these have been the major accomplishments of the Dorchester Area Cooperative Team to date. About a year ago the group began to realize that a more massive concentration of new resources were needed to rejuvenate and develop not only their immediate neighborhood, but the surrounding areas as well, since the future progress of their neighborhood is inextricably linked to neighboring areas. In line with these realizations, the community brought together other community and block groups in this larger section of Dorchester into a larger umbrella group known as the Dorchester Community Coordinating Team or DCCT. The

community has gone as far as it could with its own resources - and it was now time to seek outside assistance to respond to their needs. Towards this goal the Dorchester Community Coordinating Team has designated the Dorchester APAC to be the agency to implement their plans, to secure new funding, to establish linkages with other agencies, and to sponsor and operate and coordinate all programs and projects, all at the direction of DCCT, the policy-making body. It is this model of operation that is proposed for the Dorchester Comprehensive Community Development Project. Their programmatic objectives are presented later in this proposal.

IV. RESPONSES BY THE PUBLIC SECTOR

At the present time, the area is being served and/or planned for by at least ten different voluntary and government agencies - each with its own service area, goals and programmatic responsibility. (See Appendix II for listing of these agencies.) However, none of these agencies serve the entire project area, but rather each serves only a part of the area, and not all residents needing such services are presently being served. There is little coordination among agencies providing similar services; much less across program lines. Few of the agencies are located within the target area. All agencies (except the Dorchester APAC) are definitely outside of the direct control of the community. Finally, artificial service area lines and conflicting goals further serve to balkanize this small neighborhood.

As a result, there has been almost no constructive agency - initiated change on the scale that is needed to revitalize the neighborhood. In addition, many of the programs recently initiated

by the City of Boston, while seeming initially to indicate responsiveness on the part of city government to the needs of residents and giving to these residents a feeling of hope that something constructive was beginning, nevertheless were soon perceived to be not only not meeting the various needs of residents, but were serving to create even more problems and divisions within the community.

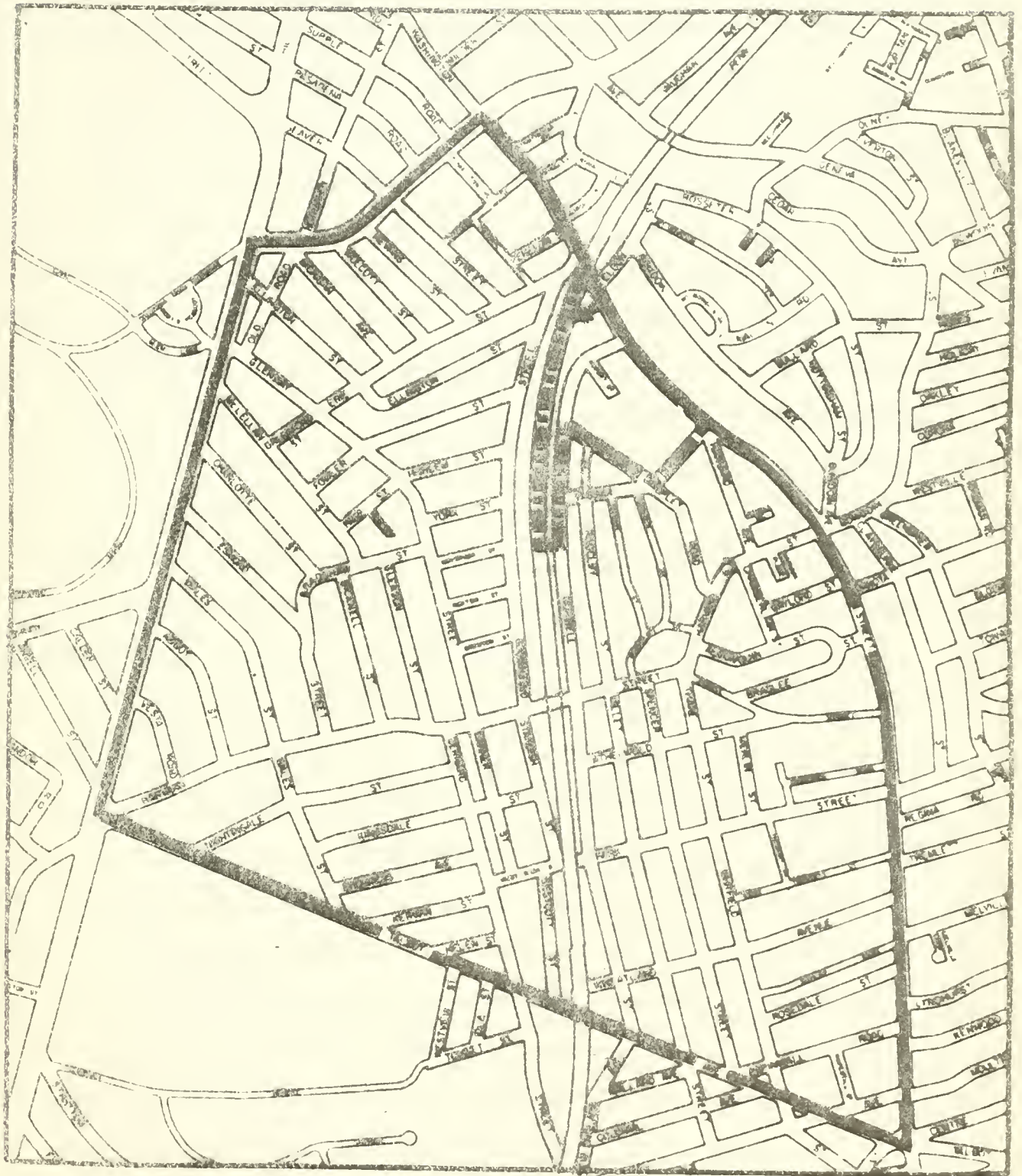
First example of this is the Model Cities Program. Begun in 1969, the City defined an area in Roxbury, Jamaica Plain and Dorchester to be the target area upon which to concentrate resources on to operate various kinds of programs and services. (See Map 18 for Model Cities boundaries in relation to Dorchester Comprehensive Community Development Area) As can be seen on the map, the Model Cities boundaries subsume parts of different neighborhoods, but do not treat historically defined neighborhoods as either complete or separate entities. This results in artificially created boundaries within neighborhoods, where residents on one side of a street are eligible for services or participation in programs for which residents on the other side are ineligible. Gaps are created in the delivery of city and special impact services and militate against a comprehensive rehabilitation of neighborhoods.

As can be seen on the map, part of the Dorchester Comprehensive Community Development Area is in Model Cities Sub Area 6 and an even smaller portion is in Sub Area 5. Hence there are more resources for housing and facilities construction available but not presently being fully utilized in these areas and residents are eligible for improved city services and participation in such Model Cities programs as health care, social services, youth programs, etc., while the rest of the neighborhood is ineligible. An additional problem is that the plan for the different

Model Cities Sub Areas are in various stages of planning and execution. Not only has there been considerable activity in Sub Area 6, but also plans are under way. To date, in Sub Area 6, a temporary Family Life Center has been located on Jackson Street, providing some health and social services to some residents of the area who are also residents of Sub Area 6. This center is to be expanded and relocated at 618 St. Albans Avenue at some future date, this aspect being only in the planning stage. Approximately one hundred units of housing are now under construction, with very few having been completed. The only other improvements have been the beautification of two small lots in conjunction with the Roxbury - Dorchester Community Beautification Project. These lots have no playground equipment or benches and do not seem to be suitable for any recreational activities. It should be noted that the Model Cities program has not given rise to any comprehensive projects to serve the residents of Sub Area 6. In the Dorchester Comprehensive Community Development Project it is hoped to work with the Model Cities program to coordinate efforts and resources to create a comprehensive program. It is hoped that Model Cities planners to link their planning efforts into the planning of the entire Dorchester Comprehensive Development Project.

The Boston Redevelopment Authority, which is linked to the Model Cities Agency, does not view the area of this section of Dorchester as a unified neighborhood, and is not involved in the aspects of planning since the BRA is primarily a physical planning agency. Initial BRA plans spoke only of the physical redevelopment of the Norwell Street area. (See Map 13) Some time ago, because of

Map 19. Proposed Norwell Street Project in Relation to Dorchester Comprehensive Community Development Project Area



DORCHESTER COMPREHENSIVE COMMUNITY DEVELOPMENT PROJECT AREA BOUNDARIES
PROPOSED NORWELL STREET PROJECT AREA BOUNDARIES

community pressures, these plans have been tabled, and the BRA's District Planning Program has begun to prepare plans for the entire Dorchester section of Boston. However, in defining planning districts, once again this neighborhood is not being considered as a distinct entity, nor its entirety considered to be part of Dorchester. The northeast section is not included in the Dorchester Planning District, since it is a part of the Model Cities area, and the triangle bounded by Talbot Avenue, Norwell Street and Harvard Street is in the Mattapan-Franklin Planning District. (See Map 20) It is hoped by the community to bring Model Cities and BRA planners together for joint, unified planning for this entire neighborhood in relation to adjacent areas under the Dorchester Comprehensive Community Development Program, to prevent further balkanization.

Another program that has created similar gaps and artificial barriers within neighborhoods has been the Community Improvement Program (CIP). This program, operated by the Boston Housing Inspection Department (HID) with the assistance of Concentrated Code Enforcement Program funds from the Department of Housing and Urban Development (HUD), has created three target areas within the City of Boston for a program of concentrated code enforcement and housing rehabilitation. Upon the request of the tenant or landlord a Housing Inspector will inspect the buildings for code violations and then assist the owners in obtaining grants and low interest loans for rehabilitation. In addition, the Housing Inspectors are to survey all buildings in the Code Enforcement Area for violations of the State Sanitary Code.



Of the three CIP areas, two operate in Dorchester. These are the Fields Corner CIP and the Mt. Bowdoin - Codman Square CIP (See Map 21 for the boundaries of the two CIPs in relation to the Dorchester Comprehensive Community Development Area.) As can be seen on the map, this area of Dorchester lies just outside of the jurisdiction of the Fields Corner office and less than half of the area is within the boundaries of the Mt. Bowdoin - Codman Square CIP. A fourth CIP had originally been planned for Model Cities Sub Area 6 but recently the plans have been dropped. If map 21 is superimposed on a map showing the Model Cities boundaries, one can see that once again there are service gaps. (See Map 22) Not only are residents in Model Cities Sub Area 5 and 6 ineligible for CIP services and loans, but also ineligible are the residents living in the triangle bounded by Talbot Avenue, Harvard Street and Norwell Street, (which is one of the most seriously blighted areas) who are ineligible for Model Cities programs and services as well. Even if the present CIP could rehabilitate every home that needs such improvements, (See Appendix II for a status report of the Mount Bowdoin - Codman Square program) which is wishful thinking given the limited resources of the program and its expected duration of only two years, a comprehensive home improvement effort is not possible for this section of Dorchester since many houses are ineligible for CIP services and loans.

Even more serious is the impounding of this year's 312 rehabilitation loan money by the Administration for CIP areas and no request for sufficient amounts for next year, serving to cripple the CIP program where it currently operates. Hence, again one sees the arbitrary division of long-established neighborhoods, the lack

of comprehensive plans to halt blight and rejuvenate the area, and the lack of a federal financial commitment needed to do the job. It is the aim of the Dorchester Comprehensive Community Development Project to seek additional federal funds to expand the CIP boundaries and the duration of the program so all homes within the target area can be rehabilitated.

A fourth area of City involvement has been the Little City Hall program. This citywide program has set up Little City Halls in all neighborhoods of the City of Boston, in an attempt to expedite the delivery of city services for residents and act as a liaison between the Mayor and the community. Little City Hall staff process neighborhood complaints about city services, working with City Departments to expedite service delivery, set up neighborhood projects, offer services similar to those operating at City Hall (e.g. Voter registration, tax payments, etc.) and in general represent the Mayor at community functions and meetings. Little City Hall staff have at various times been of great assistance to community groups.

Boundaries of the Little City Hall service areas in the past often did not coincide with historical neighborhoods and there has been considerable confusion on the part of residents as to which is their Little City Hall. As can be seen in Map 23, the Dorchester Comprehensive Community Development Area was split, and under the jurisdiction of different Little City Halls. However, recently the City has changed these boundaries (See Map 24) and one Little City Hall will serve the entire area. Such an arrangement should facilitate relations between the community and the Mayor, with the

Little City Hall manager being the single liaison to represent the community and to advocate the various needs of the neighborhood, especially in conjunction with the Dorchester Comprehensive Community Development Project.

Another area of city cooperation with and responsiveness to the community has been in the development of community schools. Residents worked with the School Committee and the Public Facilities Department in the planning of the Marshall and Lee elementary schools to insure that they would be equipped so as to become community schools. Since their completion, local agencies and residents have been utilizing these facilities for various after school activities both for adults and children. DCCT is also cooperating in the planning of the new Olney Community School, to be located just outside the target area.

However, the Lee and the Marshall schools are not the only schools located in the area and their facilities alone cannot meet all neighborhood needs. As stated earlier, there are 9 elementary and secondary schools in the immediate and adjacent neighborhoods, most of which are over fifty years old, of obsolete design on inadequate sites. There is a definite need for the replacement or rehabilitation of these buildings and adjacent playgrounds to convert them into community schools with equipped, landscaped playgrounds, so that all area residents will have such facilities in close proximity. The Dorchester APAC, representing the community, has begun negotiations with the District Superintendent on this matter. He concurs with the community. What is now necessary is some money to get the job done and this will be a major component of the Dorchester Comprehensive Community

Development Project.

Another area of city involvement in Dorchester has been housing. However, the City's solution was not well received by the community, and subsequently work was halted and new approaches are currently being planned by the BRA and residents, to be a component of the Dorchester Comprehensive Community Development Project. The City had wanted to construct "infill" housing for low income people on scattered sites in Dorchester. The infill structures were thought by the City to be ideal for small plots of land, in areas where large scale demolition was not necessary.

However the Dorchester community did not agree. Although they recognize there is a serious need in Boston for new housing, especially for low income families, such large scale infill development as proposed by the City would have created more problems than it would have eliminated. Infill houses are made of brick and are similar in construction but not in appearance to South End townhouses, and the community had no voice in determining their design or the amount of yard area per unit. Such structures would definitely destroy the architectural unity of Dorchester - of its free - standing two and three decker wood frame buildings. But even more important than the desire to retain architectural unity within Dorchester was the fear of increasing the population density, especially since yard space for these units is to be minimal. City services - schools, playgrounds, water and sewage systems, etc. - are already inadequate for the present population. Infill housing would attract more low income families, who would in turn make increasingly higher demands on city services. The community wants a mixture of income

groups - and new and rehabilitated housing for those people who already reside in the neighborhoods. They want to remain united as a community and decrease their dependency on external resources and begin generating resources from within. Large scale immigration of low income families would only militate against the stabilization of these neighborhoods.

And so the community united against infill. They organized, demonstrated, wrote letters, met with public officials and finally got the City to agree to discard most of these plans. The next steps will be planning for the rehabilitation and development of new housing for low, moderate and high income families, along with needed social services and City improvements in the same package so as to constitute a comprehensive approach to community development, taking into consideration all the problems that infill housing potentially created.

The Dorchester community has also been working with the Boston Parks and Recreation Department to improve present facilities and create new facilities. In response to community pressure, \$52,000 will be spent in 1972 to begin the rehabilitation of Ripley Playground. In addition, Model Cities is going to assist financially with the expansion and renovation of the playground on Erie Street that is presently owned by Dorchester APAC. Yet much more money is needed both for these sites for equipment and maintenance, and to create, equip and maintain playgrounds in other parts of the neighborhood.

While Franklin Field and Franklin Park are located immediately adjacent to the target area, they neither provide nor are conceived by the community as providing neighborhood recreational facilities.

In fact, discussions presently underway between city officials and neighborhood groups concerning the planning for these facilities have shown that much conflict exists between what neighborhood groups in the immediate area and the greater community feel are needed and desirable uses for the facilities. While the DCCT is concerned about and involved in the planning of these facilities, their development can not be viewed as a substitute for new and improved neighborhood recreational facilities located within the immediate Dorchester Comprehensive Community Development Project Area.

V. PROGRAMMATIC OBJECTIVES

As has been discussed in the previous section, the community has organized itself to identify their needs and has made a good big step forward yet they themselves do not have the resources to carry on. City agencies have begun to respond in small ways to their needs. Yet the kinds of improvements to date have been of a small scale and uncoordinated, leaving many gaps, and often increasing residents' level of frustration. Neither the amount of money nor the scope of programs has been sufficient to be viewed as a serious, comprehensive revitalization effort. Recognizing that the City's resources are insufficient for such a large scale community development project, the Dorchester Community Coordinating Team is seeking a multiplicity of funding sources, public and private, on the local, state and federal levels, to fund a comprehensive program responsive to the needs that the community has defined.

The community sees the major focus of the proposed project to be community development in a broad sense. The major criticism

this community, and other communities, have had in the past of urban renewal projects is that they usually had single goals, such as the replacement of substandard housing with an increased number of new units. Perhaps more objectionably, programs have focused on narrow physical renewal, ignoring almost totally the components of social renewal necessary for true community development to take place. This has meant that little attention has been paid to such programs as: revitalization and creation of parkland and recreation programs and facilities, rehabilitation of older neighborhood schools into community schools for the use of the whole community, refurbishment of stores and other commercial buildings, increased police protection, better street lighting, sewer and water facilities, establishment of new industries to create new jobs in the area for residents, provision of such social services as day care centers, family health clinics, elderly and teen drop-in centers, job counseling, training and referral, etc., and in general provide for improvements in the quality of life for all residents. Thus the Dorchester Community Coordinating Team seeks to fund programs to meet those multiple, yet interrelated needs to realize a comprehensive community development of this area of Dorchester. By taking a broad, more truly human look at neighborhood problems, a design for the future can be developed that recognizes the interrelatedness of human needs and integrates solutions to many problems.

What follows is a short description of the various components of the community development project, identifying the needs to be met and the kinds of programmatic solutions felt by the community to be part of this overall effort. This definition

of specific needs and problem areas will attempt to cut across artificial boundaries imposed by the happenstance of current government funding arrangements and to develop a comprehensive program utilizing a multiplicity of public and private sources of funds in combination with neighborhood resources. While the planning focus will be on neighborhood needs, it will take into account programs and facilities proposed or currently in operation in adjacent areas.

The economic development activities of the Dorchester Comprehensive Community Development Project will concentrate upon four distinct kinds of goals. They are:

- 1) Establishment of new industrial establishments within the area;
- 2) Establishment of new retail businesses and rejuvenation of existing ones;
- 3) Increasing the availability of more jobs, both in the manufacturing, retail, commercial and construction sectors in the neighborhood; and
- 4) Availability of consumer goods at lower costs to residents.

As mentioned previously, there is very little industrial activity in this section of Dorchester, and that which is presently located within the area is responsible for a certain amount of the blight. Many of the structures are in need of extensive rehabilitation; other structures have been abandoned and have not been demolished to provide much needed vacant land for either new industrial, residential or public facility usage; and the premises of many of these establishments are being used as dumping grounds for trash or storage areas for unsightly and dangerous materials. Industry of the type presently located in the area,

on the whole, is neither contributing to the aesthetic quality of the neighborhood nor to the economic productivity of its residents. While there is a substantial need for industrial jobs for residents, the questions of the location of industrial development and the forms it will take have not yet been fully determined by the community.

The second place for expansion lies in the volume of basic goods and services available, including groceries, clothing, personal services, etc. Few enterprises are owned by neighborhood residents, nor do they employ large numbers of residents, resulting in an outflow of income from the area, which further inhibits the possibility of internal growth. In spite of the obvious advantages to new businessmen, few major franchise operations exist in the area, save gas stations. New businesses are presently established solely on their ability to generate profits for the (frequently absentee) owner, rather than on their relative merit to the community.

An integral part of the Dorchester Comprehensive Community Development Project is to be the economic development of the area, in such manner so as not to destroy the residential characteristics or desirability of the neighborhood. Circle, Inc., a Community Development Corporation (CDC) in nearby Roxbury has already made a commitment to provide some venture capital for the neighborhood. Yet even if all of Circle's resources were available to Dorchester (which they are not) their money is nowhere near the magnitude that is needed. In addition, the establishment of several institutional vehicles for economic development such as a Community Development Corporation, Local Economic Development Corporation, and/or Housing Development Corporation along with other institutional forms will be explored.

Current land use and zoning patterns will be studied to locate areas with potential for commercial and industrial development and explore reuse possibilities (housing and/or community facilities) for areas not viable for such development in the long run. In addition to the creation of new industrial and commercial establishments, (to include a strip shopping center with major good quality chain stores with offstreet parking facilities), and the rehabilitation of existing structures, it is necessary to demolish the several fire-gutted and abandoned commercial & industrial establishments, both to make room for new establishments, and to remove them as a blighting influence upon the neighborhood. Given the marginality of current local industry, questions of zoning changes to promote desirable industrial uses as well as better land use patterns need to be discussed further within the community.

A critical part of the economic development plan for the area is to be the development of employment opportunities for residents, and appropriate job training courses and programs to prepare residents for these and other jobs with good career development potential. At the present time the lack of job opportunity in the immediate area raises serious problems for residents, as evidenced by employment statistics. (Unfortunately fourth count data from the 1970 U.S. Census is unavailable presently to substantiate this.) Public transportation needs to be improved (to be discussed further in this section) to make access and travel to distant jobs for residents easier and less expensive. The poor quality of local industry (to which access is not problematic) provides neither adequate career ladders (but instead are generally

low-paying, unskilled, dead-end jobs) nor decent "role models" for children to emulate. Hence poverty tends to perpetuate itself. New industrial and commercial development should be geared to providing new jobs for residents. Jobs and job training should also be provided for residents in the construction, maintenance, management and operational phases of all new housing and community facilities. And finally, new job training programs responsive to current economic conditions are needed to prepare residents for jobs with good career potential in other sectors of the economy and in other sections of the metropolitan area.

The creation of new housing and the rehabilitation of existing properties as programmatic objectives must be viewed and executed similarly in both its economic and social contexts. New housing means new jobs for residents - both in the construction and maintenance phases. Yet this factor alone should not dictate either the amount or kind of housing to be built. As has been evident in the experience of "infill" housing, the seemingly most expedient methods of housing construction, the easiest short-run solutions, did not fit in with community needs and desires for the future of their neighborhood. The area's needs must be viewed as a whole and the issues of neighborhood control (i.e. owner-occupied housing) and the need for a heterogeneous community must be addressed. In short, the major concern is for the community to determine ways during the planning phase of the Dorchester Comprehensive Community Development Project to relate the social environment that is desired to the physical housing facilities, and ensure that the latter are responsive to the former rather than

vice versa. What is to be kept in mind always is that this is a neighborhood to be rejuvenated for its residents - and housing and all the other components of the project serve this purpose - and do not serve to rejuvenate the area at the expense of its residents.

As shown in greater detail previously, the area's housing stock, as a whole, is not seriously dilapidated. However, on a block by block basis, there are major problems. Spot property abandonment is beginning to occur in several areas, and serious undermaintenance of absentee owned buildings threatens to spread this blight. Resident owners were hampered in their attempts to keep their properties up to standard because of a severe shortage of funds, due to implicit red-lining by banks, and the Model Cities Program and the Community Improvement Program (HUD/FHA Concentrated Code Enforcement) are woefully inadequate in scope and resources to meet the needs of this entire neighborhood.

Conventional mortgages are unavailable to residents because of their insufficient capital. In addition, there has been no FHA (first) mortgage money available from Boston banks for property purchase and extensive rehabilitation since November 1971 since the banks refuse to comply with HUD guidelines. In addition, there is no second mortgage money (3% interest loans for less extensive property renovation) available except in the Community Improvement Program and Model Cities areas of Boston, and as has been shown previously, this excludes large sections of the Dorchester Comprehensive Community Development Project area which definitely are in need of such assistance. Even more important, the

Administration has impounded this year's allocation of 512 monies for rehabilitation in the CIP areas, and has not requested sufficient amounts for next year. This serves to cripple the CIP program in those areas of Dorchester where it is supposed to assist residents in rehabilitating homes.

The worst housing conditions exist in three large sections of the area - on either side of the Penn Central Midlands tracks, the southwestern section (the triangle bounded by Harvard Street, Talbot Avenue, and the Midlands tracks), and the area along Washington Street at the Midlands (the now "dormant" Norwell Street Project Area of the Boston Redevelopment Authority). In these areas, the physical manifestations of urban decay are clearest. Their removal, however, does not remove the decay - causing situations. For this reason, the community feels that careful attention must be paid to the way the area is reconstructed, to the types of residential and commercial and industrial uses of the land, so that new dilapidation does not shortly reappear. More importantly, the community recognizes that the way that the physical neighborhood is rebuilt will in large measure determine the range of social options for future community growth.

Keeping all of these considerations in mind, the community sees its objectives in the area of housing to be two-fold. First, there will be extensive code enforcement in and rehabilitation of those structures, both owner-occupied and absentee - owned, so needing it. Mechanisms will be sought to increase the availability of such loans and alternate types of public and private funds, involving community people in all aspects of the work, from the inspection of buildings, to the loan processing and counselling

-57-

procedures, to the actual renovation and maintenance work. Boston's New Housing Court will help provide the vehicle for intensified code enforcement in absentee - owned buildings and the possibility of setting up rent receiverships. Second, new housing (as well as new commercial and industrial structures) will be developed, after the development of a comprehensive economic development plan for the neighborhood, taking into consideration both economic and social needs of the residents and adjacent areas. The new housing will consist of elderly and low, moderate and high income units, to be amenable to the architectural styles already prevalent in the area. The possibility of cooperatives and condominiums as vehicles for ownership by tenants of their own units will be explored. This will open up new financial mechanisms and insure adequate building maintenance. Construction will include job training and apprenticeship training and continued employment for residents in all aspects of the development, construction, management and maintenance of these buildings. Care will be taken to develop means for community control of new construction, as opposed to absentee landlord control, and methods for gaining control of those buildings currently controlled by absentee landlords (except for those landlords complying with building code regulations and providing adequate maintenance) will be studied and sought, as the means to better redevelopment and prevention of future dilapidation.

The development of community facilities for the use of residents of all ages, races and economic backgrounds is another closely related objective to be integrated in the planning process

of the Dorchester Comprehensive Community Development Project. Such facilities, and the programs and services housed within them, must be designed to meet the needs of the present population. At the present time existing facilities are woefully inadequate. New facilities should be designed in conjunction with the development of new and rehabilitated housing so that once again there will not be inadequate provision of programs and services for the existing population. While the needs of the community to be described below are fundamentally functional ones, each programmatic need implies the need for facilities to house it, either alone or integrated with other programs and services for the most efficient and effective delivery mechanism. Indeed, the perception that most of the current lack of programmatic activities is the result of the lack of facilities seems accurate, particularly when the cost of creating, staffing and maintaining new facilities is taken into account. It seems clear, in any case, that there exists a pressing need in the area for new facilities, both buildings and open space, wherein recreational, health and other community service functions can be housed.

This does not mean that existing facilities outside the project area are to be ignored, but rather implies that a planning approach must be followed which assesses resources currently available in terms of the needs of the project area, and provides for the shortages and the gaps, rather than one that creates wasteful redundancy. Such an approach can also take into account - because of the comprehensive planning scope - several alternate means of providing access to facilities in the whole Dorchester area.

The faults and merits of the Public Education System in Boston need little discussion here. While arguments continue over "bussing", "racial imbalance", and educational reform for the future, children now in school are starved for the breadth of a balanced learning diet, and it is to this need that the parents of Dorchester are speaking. While the community does not have the resources to replace the public schools, or to afford to utilize private schools which may or may not provide a better quality education for their children, the community can work with the students (and the teachers and administrators) to find ways to better meet the students' needs. Clearly, what is needed is an enriched educational experience and that will cost money, far more than that presently being allocated to this section of Dorchester by the City, State and Federal governments. In the Boston context, "enrichment" means that attention must be paid both to fundamentals of curriculum and to the reintroduction into the classroom of the reality of the city that students live with every day. By attempting to find ways to integrate the school and its intellectual content with the community and all its "non-educational" resources, it is hoped to help the children of the neighborhood make a better future for themselves.

Along these lines, the parents in the community have begun to work. They worked closely with the School Committee and the Public Facilities Department in the creation of the two new Community Schools - the Marshall and the Lee Schools. They want to see the rest of the schools in the area made into community

schools - with modern facilities available for use by all residents - and innovative curriculum reform, with parental and student input in all phases.

Of major importance in the community's desire for more community schools and community access to good facilities is the recognition that, with the exception of a few tiny patches of green, the only recreational facilities in the area are paved, ill-equipped school yards. These play spaces - and the streets - provide almost the only places for community people to spend their leisure time in the neighborhood. Yard space is minimal, given the density of housing units, especially near multi-family dwellings, and vacant land has been used for the unsightly and dangerous dumping of trash, automobile wrecks, etc. One of the reasons for militant community opposition to the construction of "infill" and other high density housing has been this lack of and need for open space, equipped for usage by children, adults and senior citizens alike. Thus, even the traditional athletic outlets for youthful energy are inadequately provided for in the neighborhood and under neighborhood supervision and guidance; there are few facilities save the modest ones of the Dorchester APAC; and again, outside of the APAC, almost no programs that provide a range of challenging structured opportunities for children in which to learn and relax. Coupled with the poverty of educational options and public facilities, this lack of youth activities does little more than force young people to rely on their own small resources for the short term gratification that is easily available and seldom of positive value.

What is clearly needed is the planning of and securing resources for the development of adequately equipped recreational areas within the area at the same time as is done comprehensive planning for economic development and housing. Indoor as well as outdoor facilities are needed, offering a wide variety of constructive recreational, educational and cultural activities, coordinated among the various agencies, with trained community staff and control by the community of programs and facilities. The facilities of the Dorchester APAC and other multi-service agencies like Dorchester House and Little House need to be expanded, so that their programs can serve more youth of all incomes, and money is needed for the expansion, maintenance and staffing of the APAC playground on Erie Street, one of the few non-paved play areas in the neighborhood. Since programs of this kind, not to mention facilities, are traditionally funded by public or community "charitable" resources, there is a necessity for this resource - poor community to develop self-sustaining ways of supporting them. Among the more obvious alternatives are to integrate them with income - generating activities, or incorporate them in a comprehensive school program. Less conventional approaches suggest utilizing "law and order" resources (such as LEAA funds for Youth Intervention Programs) for preventive purposes rather than continuing them as ineffective prophylactics.

Of major importance in any comprehensive program is the good mental and physical health of the residents. Presently, health services are provided to neighborhood residents by a combination of private physicians and institutional facilities, often at a

great distance and at great expense, with mental health services divorced from physical health services. With one exception, all of the clinic facilities are outside of the immediate area and there is no hospital in the immediate vicinity. The Harvard Street Health Center, located just outside the extreme southwest corner of the area is the nearest facility available to all residents. Yet mental health services are not offered here as an integral part of a comprehensive community health program, and its modest resources and facilities are unable to serve the entire population in need of such services. A Family Life Center clinic is located in a temporary building within the area, but access to it is restricted to residents of Model Cities Sub Area #6. Thus, while some health care is available, it does not begin to meet the medical needs of area residents, even for ambulatory or out-patient care.

The need in the neighborhood is for a single comprehensive community health facility under community direction that can provide basic out-patient care for both physical and mental health. In addition, the facility, to be under the direction of a community board and staffed wherever possible by community people, should provide preventive medical services and health education, provide community mental health services (including much needed drug prevention and treatment and alcoholism programs), and referral and transportation to comprehensive inpatient facilities. Perhaps most important is that the health service program coordinate all health services, with extensive consumer input in this process, thereby eliminating the current arbitrary distinctions between agency services areas, physical and mental health services, and preventive and prophylactic services.

A wide range of other so-called "social service" programs are also much needed by the community and are being inadequately provided at the present time and by various different public and private agencies with little to no coordination among them. What the community sees as much needed and highly desirable is a centrally located community multi-service center which, staffed by community people and controlled by a community board, could serve to both coordinate existing services and programs and fill the existing gaps.

The types of services and programs to be offered would include an expansion of the APAC's activities able to serve all age and income groups in such areas as housing assistance, consumer education and protection, health and welfare referral, family and vocational counseling, etc. This site and other community facilities would provide for a comprehensive program for senior citizens, to consist of outreach and referral services, an Elderly drop-in center and provide various other employment, recreational, and nutritional services and activities. A branch office of the Department of Public Welfare also should be located on the premises, as welfare recipients now have to travel to the Fields Corner office, quite a distance away. A branch office of the Boston Public Library, with bilingual staff and resources is also needed in such a location. Also to be expanded are the day care programs. The Headstart and day care classes presently operated by the Dorchester APAC are able to serve but a fraction of the eligible youngsters. Funding will be sought to establish many new community controlled day care classrooms and to provide nutritional, medical and other services to the children and their families. And finally, in conjunction with the economi

development and housing components of the Dorchester Comprehensive Community Development Project, the manpower services of the Dorchester Neighborhood Employment Center and the Dorchester Orientation Skill Center need to be expanded, to secure jobs for residents in the developmental and operational stages of the entire project, to provide the appropriate training and skills for such jobs as will become available and to prepare residents for jobs in other areas of the city and the economy. A multitude of private and public funding sources will be sought for this comprehensive, coordinated service delivery mechanism, to fill existing gaps without paying the price of unnecessary duplication, ~~all at the~~ direction and control of the community, to be both the consumers and providers of such services.

The final component of the Dorchester Comprehensive Community Development Project is to address the problem of inadequate and poorly coordinated city services delivery. This problem, shared by other inner city neighborhoods in Boston and in other major cities, was the initial focus of most of the block groups that now comprise the Dorchester Community Coordinating Team. Their actions to both increase the quantity and improve the quality of city services have met with some success, mainly in improving snow plowing, garbage collection, and street cleaning, and have provided the incentive to seek more complex community-directed change. However, much is still needed, particularly in the areas of capital improvements and funding will be sought to do this, the "expensive" part of the job to be done. Water and sewer service in the area is badly outmoded for current population densities;

sidewalks and streets are badly deteriorated as a result of long "deferred" maintenance and other more urgent city priorities; and the vacant areas are littered with trash and junk accumulating over many years, a tragic misuse of the little vacant land, so needed for other purposes.

These problems result, at least in part, from the divided city responsibility for different services and from the inadequate and overlapping coverage of the area by the "Little City Hall Program", ironically which was designed precisely to remedy such problems. While the redrawing of Little City Hall Service Area boundaries and the addition of the Franklin Field Little City Hall in the near future will centralize functions now handled by three different locations, the major problems - lack of funds and poor inter-departmental coordination - will not be resolved until new pressures and resources are brought to bear.

In a different but related view, the lack of adequate police services to the area result in an extremely high incidence of robbery, assault, and burglary. The community's response was to organize a neighborhood security patrol which has been moderately successful in reducing community fear of street crime. However, this is only a short run solution to the many "security" problems in the area that seriously inhibit growth. New approaches, cutting across traditional lines but using existing sources of funds, are clearly called for.

More critical for the growth of the neighborhood, because it is a key element of the social infrastructure, is the current lack of good public transportation. Although each of the major arteries bounding the area has "trunk" bus routes, these do not

meet the needs for crosstown movement through the area. Rather they reinforce the basic radial-circumferential transit patterns of the Boston metropolitan area and thus make access to jobs, shopping, recreation, etc. outside the area much more difficult for residents than need be the case. New feeder bus routes through the area, perhaps utilizing "mini-buses" could provide the dual advantages of improving access to new facilities in the area for residents and "visitors", as well as making facilities in the nearby communities more easily available. The new bus route on Harvard Street through the heart of the area, obtained through the combined efforts of local agencies and residents, may help to alleviate current transportation problems. However, the current routing seems to duplicate parts of other bus routes while not providing adequate service to all residents. Such problems could perhaps be eliminated through the introduction of an experimental fare policy whereby people could transfer from one bus line to another at no additional cost. This would provide residents with the most direct service, remove costly duplicative sections of present routes, alleviating traffic congestion, and save both time and money for bus riders and reduce MBTA operating costs.

These in brief are the major interrelated components of the Dorchester Comprehensive Community Development Project as determined by the community itself. What is now needed simultaneously is the beginning of a long comprehensive planning process to translate these broad programmatic objectives into specific goals and the commitment of public and private resources to get this community conceived and designed project into a community implemented reality.

APPENDIX I

AGENCIES PROVIDING SERVICES TO DORCHESTER COMPREHENSIVE
COMMUNITY DEVELOPMENT AREA

I. Housing and Housing Services

Mt. Bowdoin-Codman Square Community Improvement Program
Fields Corner Community Improvement Program
Model Cities Administration
Model Cities Sub Area 5
Model Cities Sub Area 6
Fields Corner Little City Hall
Roxbury Little City Hall
Mattapan Little City Hall
Franklin Field Little City Hall (proposed)

II. Urban Planning

Boston Redevelopment Authority
Model Cities Administration
Dorchester Planning District
Mattapan - Franklin Planning District

III. Health

Dorchester Neighborhood Health Center
Harvard Street Health Clinic
Roxbury Comprehensive Community Health Center
(Model Cities Sub Area 5 Residents)
Family Life Center Model Cities Area 6
(Bicknell Street)
Boston State Hospital Community Mental Health Unit
Boston University Community Mental Health Unit
Tufts University Community Mental Health Unit

IV. Recreation and Youth

Dorchester APAC
Lena Park Community Center
Shaw House
Model Cities Agency
Dorchester House
Brighter Day (formerly Mt. Bowdoin YMCA)

APPENDIX II

STATUS REPORT OF THE CODMAN SQUARE - MT. BOWDOIN CIP

The Codman Square-Mt. Bowdoin CIP began its activities in September, 1971, and will continue operation through September, 1973. To date, 750 buildings have been inspected, mainly in the southern portion of the target area where the office has concentrated its first efforts, although some inspections have taken place in other parts of the area. These 750 buildings constitute approximately one-quarter of the dwellings in the project area. Of the 750 buildings inspected, 60% were found to be in violation of the state building and sanitary codes.

The CIP office has received \$254,672 for direct grants. A grant of \$3,500 for rehabilitation purposes can be made to the owner of an owner-occupied building if his annual income is either less than \$3,000 or he pays more than 25% of his annual income for housing. Such grants are made at the discretion of the CIP office and will be made until the grant money runs out or at the end of the two year period, whichever comes first. Those owners not qualifying for such grants (either because they are absentee owners or their income is above this ceiling) and those owners needing more than \$3,500 for rehabilitation purposes are eligible for 3% loans. The amount of money earmarked for those loans by the Federal gov-

ernment presently is "limitless" (although impounded) for those owners residing within CIP areas. However, residents in the Codman Square-Mt. Bowdoin CIP area will be eligible for such loans only until the termination of the program in September, 1973.

To date, the Codman Square-Mt. Bowdoin CIP office has processed and approved 50 loans and loan/grant applications which were subsequently approved by the HUD area office. However, the funds for the loans have not yet been released from Washington, and hence no loans yet have been made. The CIP office has processed twenty applications for direct grants of which four have been granted and rehabilitation work begun, of which one building is nearly completed.

BOSTON PUBLIC LIBRARY



3 9999 06352 255 9

